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ABSTRACT

This government report presents in total the hearing on school violence held before the subcommittee on elementary, secondary, and vocational education. Included here are statistics on school violence and a list of some of the programs aimed at stopping violence in the schools. The report also features testimony from congressional representatives, a school corporation superintendent, the president of an educational association, a high-school principal, a student, a school psychologist, a school district security officer, and a development manager of a housing project. Many of these individuals delivered prepared statements and provided supplemental materials, including a report on preventing school violence and effective methods for improving school safety. (RJM)

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ED 380 723

HEARING ON SCHOOL VIOLENCE

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, JULY 20, 1994

Serial No. 103–93

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HEARING ON SCHOOL VIOLENCE

WEDNESDAY, JULY 20, 1994

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., Room 2175, Rayburn House Office Building, Hon. Dale E. Kildee, Chairman, presiding.

Members present: Representatives Kildee, Miller of California, Sawyer, Reed, Roemer, Green, Woolsey, Strickland, Payne, Rush, Goodling, Petri, and McKeon.

Staff present: Susan Wilhelm, staff director; Margaret Kajeckas, legislative associate; Jeff McFarland, legislative counsel; June Harris, legislative specialist, Full Committee; Lynn Selmser, Minority professional staff member, Full Committee; and Vic Klatt, education coordinator.

Chairman KILDEE. The Subcommittee on Elementary, Secondary and Vocational Education convenes this morning to hear testimony on the very pressing issue of school violence.

When I taught school, the most violence I saw was the time someone took the wheels off my chair at my desk. Things have changed a great deal, primarily because there have been great changes in society, too. A school picks up those changes in society. A school reflects the various changes in society. And we want to look into that very, very important issue of school violence.

One of every five high school students now carries, we are told, a firearm, a knife, or a club on a regular basis. About 20 percent of students report being verbally abused by students and 8 percent report physical threats. And these events cannot be viewed as isolated instances that occur only inside the schoolyard fence.

It has always been the case that our schools are, as I have stated before, a reflection of our society. Unfortunately, that means that as our society reacts violently to the stresses of increased joblessness, poverty and other societal pressures, so do our schools and the children in them. When a school becomes unsafe we must look at the conditions in the community as a whole to truly understand and address the school atmosphere.

Our witnesses today come from a variety of backgrounds, and will therefore be able to address this issue from several perspectives. I am especially pleased to welcome Julius Maddox, the President of the Michigan Education Association, with whom I have had a long friendship. Mr. Maddox brings his 20 years' experience in the classroom to bear on our discussion today. I look forward to hearing what he has to say.

Before I introduce our witnesses I would like to, at this point—Mr. Goodling is not here—I would like to thank the gentleman from Indiana who has been really pressing me to have these hearings. Tim Roemer is a very, very good member of the committee. I think every time he sees me on the floor, in the halls of this committee, he says, we have to have a hearing on this issue.

Tim, I really appreciate your persistence on that, because it has paid off. I think we are going to have a very effective hearing. We would like to hear from you at this point.

Mr. ROEMER. Thank you, Mr. Chairman, and thank you for your leadership on this issue.

I would ask unanimous consent that my formal statement be entered for the record.

Chairman KILDEE. Without objection.

Mr. ROEMER. Mr. Chairman, this is an issue that is in many people's hearts today as we study such a potentially volatile, vital and heart-pressing issue for us in America. The Children's Defense Fund recently released statistics that should make this very compelling to us.

As Rwanda and Bosnia are on the front pages of our papers throughout the United States, and they show us compelling pictures of people being killed in civil wars, certainly our heart goes out to the people living in these situations. In the same context, here in America, we have a classroom full of children killed every two days due to gun violence. That is literally a civil war going on in the United States of America.

And we are not here, ladies and gentlemen, to point our fingers at schools, at teachers, at inner cities, at big cities, at particular populations of the United States. This is not an inner-city problem. This is not an African-American problem. This is not a Chicago or a New York problem.

This is our problem. This is America's problem. This is everybody's problem. And everyone must get involved in a solution to violence in our schools.

We are here not only to say that we have a big problem. We are here to talk about solutions. We are here to listen to solutions. We are here to work as citizens, as congressmen and congresswomen, as teachers, as parents, as American voters and citizens, to work on the solutions to a growing problem in America today.

I cited the Children's Defense Fund statistics of a classroom of children being killed every two days. Metropolitan Life recently did a study quoted yesterday in The New York Times. It said one in ten teachers and one in four students has experienced violence, either in the school or around the school.

So this is a problem about creating an environment in which our students can learn. I remember when I was in school I was frightened of taking an algebra test. Now our students are frightened of violence, of being knifed or shot in school. They are afraid to the extent that they feel they have to pack a gun when they come to school.

That should not be the case in our schools, where the sanctity of learning should be something that we work on and work on together as Americans.

We cannot allow a classroom full of students to die every two days. We cannot allow one in four students to experience violence. We cannot allow one in ten teachers to experience violence. So this is something that we are going to look at not only as a problem, but we are going to talk about solutions. We are not going to point our fingers at people that we think might be responsible. We are all responsible for coming up with solutions.

I have two letters here that I have received from constituents, some of my youngest constituents in my district. One from Jeremy and one from Kammie, pleading with Congress to have a hearing and to look at solutions to violence in schools. They don't feel safe in their schools, and they wrote to me, their Member of Congress, to encourage a forum like we are having today, to look at and discuss potential solutions.

We are looking at a number of solutions. We are looking at STAR programs and at mentoring. We are looking at conflict resolution solutions. We are looking at tough penalties such as expulsion policies where if a student brings a gun to school, they are automatically expelled for a year. We are looking at alternative schools. We are looking at business partnerships. And we must look at all parents and Americans getting involved in these solutions.

With that, I anticipate a very, very helpful and fruitful hearing here this morning, and look forward to introducing my good friend and somebody that I have a great relationship with the Superintendent of the South Bend School Corporation back home in my district, Dr. Ginny Calvin, whom I will introduce at a later point.

Welcome to Washington, Dr. Calvin.

Dr. CALVIN. Thank you, sir.

Chairman KILDEE. Thank you.

[The prepared statement of Mr. Roemer follows:]

STATEMENT OF HON. TIM ROEMER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

First, Mr. Chairman, I want to thank you for agreeing to my request to hold this hearing. Too many of our children are being carried away from their schools in ambulances and intimidated from their classrooms by fear, and we have an obligation and a responsibility to address this tragedy and try to solve it.

No one here has escaped the images of the growing violence in our Nation. And for an increasing number of Americans, especially our children, images alone are not what they face. Rather, they must confront the violence itself—and their fear of it. The fact is: many of our children are afraid to go to school, or go to school without a weapon.

Somewhere along the line, our young people are learning that violence is the acceptable way to resolve their differences. A study released just last week by the Justice Department finds that children age 12–17 account for 23 percent of the victims of violent crimes. This means that these children are the number one target of violence in America. With news like this, I think we know why our children are turning to violence. It is what they have been taught. The task we face now is how to teach these children another way to resolve their problems, to keep the violence from spreading and to quell the fear stirred by it.

In the past, it has been the tendency of Americans to think that the violence is confined to certain segments of our society, that it is a "Black problem," a "poor problem," or a blight of the inner cities. But let us not delude ourselves—the violence is not happening in just select neighborhoods or schools. Violence exists throughout our Nation: in large and small communities; middle class, poor and affluent neighborhoods; among all races, religions and cultural backgrounds. This is not "their problem." This is not one person's problem. It is everyone's problem. It is America's problem. It is our problem. And we must do something about it

I have received more letters from children on this topic than any other. I have talked to many of my young students about their fears. Inevitably, they look to me and say the same thing that Kami Vermillian and Jeremy Kata wrote to me earlier this year, "Please do something to stop the violence."

I hope that we can find some answers for Kami and Jeremy—and the millions of children like them—here today. I, for one, have no doubt that we can solve the problem of violence in our schools. But we need to roll up our sleeves and get to work guiding our children. Conflict resolution, mentorship, business and community partnerships and programs that involve the family are just a few positive and effective options that we need to explore.

I know that our distinguished panelists here today can tell us about some of these programs in more detail. I welcome each of you, and look forward to listening to the insights you bring to this critical issue.

Chairman KILDEE. I will welcome a friend to myself and to education, a former teacher, counselor, coach, principal, superintendent, and president of a board of education, and now the Ranking Republican member of this committee, Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

First of all, I will read the one minute that my very able staffer wrote for me, and then I will say what I really mean.

Mr. Chairman, I am pleased to be here today to discuss a growing problem in our Nation's schools, one which has a strong potential to adversely affect—adversely impact on the ability of children to learn in school, school violence. When a child's safety is at risk it detracts substantially from the ability to focus on the task at hand, namely their education.

As violence rises in our Nation's schools, it adds one more task to be addressed by teachers and administrators, and one more problem for children who come to school eager to learn.

I agree with all that. And I am very pleased today that we will have Duane Raber, the Supervisor of Attendance and Security for the School District of the City of York as one of our witnesses. He has a broad background and experience in issues related to school violence. I look forward to receiving his testimony.

Now, the one minute. What I want to make sure we don't do in this Congress of the United States is something we are doing more and more every day. We don't have money now, so what we do is just send out unfunded mandates, one after the other. And I want to make darn sure that we don't micromanage local school districts.

When you say, as the two Senators, I guess they thought that was something new they introduced, they apparently didn't hear our conservative member from California offer his no-guns, suspension-for-a-year if you bring a gun to school amendment. He started out addressing weapons in general, modified the provision to only address guns.

We have no business whatsoever in the Congress of the United States making those kinds of decisions. We don't send any money to do anything about these problems, but we don't hesitate to make these kind of decisions.

We also pass a law that says you can't suspend a special education student for more than 10 days, so we are contradicting ourselves. The one thing we want to be sure of is that we don't send a whole bunch of mandates out to tell local school districts how to run local schools and then don't send them any money. If we ever send them the 40 percent we promised them for special education, they will have all sorts of moneys to use for issues such as this to do the kind of job they need to do. That is what I really wanted to say.

Chairman KILDEE. Thank you very much, Mr. Goodling. You made that very clear.

I think both of us agree that education is primarily a local function, the State's responsibility, and a very, very important Federal concern. It is a Federal concern, and I think you and I are in agreement that when we send—if we do send new mandates out there to schools or local governments, that we should follow that mandate with a check, to try to follow that philosophy.

Mr. Sawyer.

Mr. SAWYER. Thank you, Mr. Chairman. I don't have a prepared opening statement, but just let me make an initial observation, if I might.

You frequently refer to yourself as a former teacher. You refer to Mr. Goodling as a former teacher. I just suspect from the kinds of things we hear from both of you on a regular basis that, at least among the best of teachers, there is no such thing as a former teacher. You just continue to teach and teach and teach.

I hope that is what we are here for today, is to be in a classroom and to try to learn. I taught school in a situation that at one time might have been characterized as difficult. Then I was an administrator in a State school for delinquent boys, an institution for adjudicating youth, as we used to call it, where we confronted the lessons of our failures.

Today, I hope that we can address the lessons of some of the successes that have been encountered, classroom by classroom, school by school, across this country, so if we don't do anything else, our agency is to serve as a conduit for spreading that learning throughout classrooms in America.

Violence is a problem in our classrooms and in our schools. It is a problem in our post offices. It is a problem in many places. The interesting thing is the degree to which those places where we concentrate our greatest concern are the places where we have perhaps the greatest opportunity to do something about the problem.

I was looking at the figures with regard to the Postal Service, and in fact the levels of violence that have received so much attention in the Postal Service are actually lower than exist within workplaces in general throughout the Nation. I suspect in many ways some of the schools that we would concentrate our attention on are, in fact, for all of their difficulty, better run, more thoughtfully cared for, centers of greater attention and concern than some of those places we don't direct our attention to. But we still have the opportunity to learn from our schools and to spread those lessons more broadly throughout our society.

I am grateful to you, to Mr. Goodling, and especially to Tim Roemer for his effort to call this hearing today, and thank you for the opportunity to take part in it.

Chairman KILDEE. Thank you very much. I think you made a very good point. The longer I have been here in Washington—and I have been here for 18 years—the more I realize the wisdom is out there with the witnesses who will be testifying with us today—psychologists, school people, and the students. We are here to really learn the nature of the problem and get your advice as to what might be done to help resolve that problem.

I think your point is very good, Mr. Sawyer.

Mr. Payne.

Mr. PAYNE. Thank you very much, Mr. Chairman. I too would like to commend you and Mr. Goodling, and of course, my good friend on the same floor, Mr. Roemer, for bringing this very important issue to us.

I was going to say that I am also a former teacher, but Mr. Sawyer cleared that up, so I guess I am a teacher who used to work in a school, but I haven't taught for seven or eight years, at an urban high school; I was also a former coach and youth service worker at the local YMCA in our area.

I certainly have been associated firsthand with the problem of violence. I too have a prepared statement that indicate the media, newspapers and television are constantly being plagued by stories on this very, very crucial issue. Teachers are terrified to teach. And the environment is one that is not conducive to learning in many instances.

I have some statistics to share with you: 82 percent of 729 school districts responding to a National School Boards Association survey said that violence in their schools has increased over the past five years. In 1992, 14 to 19 percent of eighth, tenth and twelfth graders nationwide reported being threatened with a weapon, and 25 to 29 percent reported being threatened physically, but without a weapon.

A study based on newspaper accounts between 1986 and 1990 reported that at least 71 persons—65 students and six school employees—were killed with guns at schools; 201 were severely wounded and 242 were held at gunpoint. With these numbers, we can see why teachers are having a problem in some areas with discipline and maintaining control in some of their classrooms.

Let me just say that I think that we really need to seriously look at this problem. As we saw six or seven months ago, a story in The Washington Post that talked about school children in Washington, DC planning their own funerals because they were unsure of whether they would be alive because of the random violence, whether it was drive-by shootings or just violence in the street. And it was not uncommon for people 12-, 13-year-olds to say, I would like to have my prom dress or play my particular record.

I even noticed there was a preschool group in Baltimore where young people would usually say how they get angry at one another—these were four- and five- and six-year-olds—that if you aren't friendly with me, I won't invite you to my party, or I won't let you play with my ball.

Some of the young five-year-olds were saying, if you are not friendly with me, I am not going to let you come to my funeral. And so this whole question has really been becoming quite a nightmare. I think we really have to seriously look at ways we can turn this around. It can't simply be done by the schools. They are just a recipient of those who are acting out.

We are not going to do it with a crime bill that says just three strikes you are out, and if you are 13 years old you are an adult, and $15 billion for jails for the next three years based on who gives the strongest sentences. You compete. If yours are more severe than the others, you get the money. We will give you another $15 billion in the next three years.

This is not going to stop the crime. It may look at criminals, but it won't look at how do we prevent violence, how do we get the same amount of commitment, how do we get counselors in elementary schools. When you talk about that, people look at you like you are crazy, because we can't afford it.

You have heard my colleague talk about let's not say things we are not going to pay for, and you know, the Federal Government is not going to spend more money. The local schools cannot do it.

So it is sort of a chicken-and-egg problem here. I hope through the dialogue—and it is very nice to meet the Superintendent from South Bend; I commend Mr. Roemer for having you here; and hopefully, we can come up with some solutions.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Donald M. Payne follows:]

STATEMENT OF HON. DONALD M. PAYNE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman, I would like to take this opportunity to commend you for calling this oversight hearing on school violence.

The media—newspapers and television are constantly being plagued by stories on this issue. Teachers are terrified to teach and the environment is one that is not conducive to learning. I would like to share some statistics with the committee.

Eighty-two percent of 729 school districts responding to a National School Boards Association survey said that violence in their schools has increased over the past five years.

In 1992, 14 percent to 19 percent of eighth, tenth and twelfth graders nationwide reported being threatened with a weapon, and 25 percent to 29 percent reported being threatened without a weapon in school.

A study based on newspaper accounts between 1986 and 1990 reported that at least 71 persons [65 students and six school employees] were killed with guns at school; 201 were severely wounded and 242 were held at gunpoint.

With these numbers, we can see why teachers are having problems with discipline and maintaining control of their classrooms in these difficult situations. I sincerely hope that this is one of several hearings we will have on this issue and that through this process we are able to gain insight on how to alleviate the problem.

I am looking forward to hearing the testimony from our witnesses this morning. I thank all of our panelists in advance for there participation.

Chairman **KILDEE**. Thank you, Mr. Payne.

The gentlelady from California, Ms. Woolsey.

Ms. **WOOLSEY**. Thank you, Mr. Chairman. Thank you for holding this oversight hearing, and thank you, Mr. Roemer, for making this important to us all. This is certainly an important issue for me and for the people I represent in Marin and Sonoma Counties in northern California.

Following the tragic kidnapping and murder of Polly Klaas, a young girl in my community, we had a forum of State and local officials which I hosted for concerned citizens on the issue of protecting our children.

And, Mr. Chairman, I was so proud of the people in my community because where they had every right to be adamant about tough punishment; instead, we had a very balanced response to our forum. Speaker after speaker stressed the importance of coordinating the efforts of schools, police, communities, and other organizations to prevent violent behavior in the first place. And it is so true that so often violent behavior starts because of family problems; it spreads to our schools and communities.

Today, what I would like to hear from the panels in particular is how coordinating these preventive services at or near-the-school site, how that can help, and what we can do to prevent this violence in the first place so that our teachers can teach instead of being social workers, and our children will come to school ready to learn.

So I will have my ears open and my questions ready to see if—by coordinating these services through the schools, if we can't help, prevent it in the first place.

Thank you, Mr. Chairman.

Chairman KILDEE. Thank you.

The gentleman from Ohio, Mr. Strickland.

Mr. STRICKLAND. Thank you, Mr. Chairman. I also want to express my appreciation for this hearing this morning. Unfortunately, I have got two committee meetings at the same time, but I wanted to come just to express my concern and to let you know that I support this hearing and these efforts. So thank you very much.

Chairman KILDEE. Thank you very much.

At that, I think we will ask our panel to assemble at the table. Then I will have Mr. Roemer introduce his panelist.

Our first panel consists of Dr. Virginia Calvin, Superintendent, South Bend Community School Corporation, South Bend, Indiana. Mr. Ralph H. Kneel, Principal, Eastern High School, Washington, DC. My good friend, Mr. Julius Maddox, President of the Michigan Education Association, East Lansing, Michigan. And Ms. Ruperta Nelson, student, Eastern High School, Washington, DC.

I yield now to Mr. Roemer.

Mr. ROEMER. Thank you, Mr. Chairman. I would like to join in welcoming our entire panel to our hearing this morning, particularly Dr. Calvin. I am especially proud to introduce Dr. Calvin to the committee this morning, not just because she is a friend and a constituent, but because she is making tough decisions on the front lines of education issues in our community today.

Dr. Calvin is in her first year as Superintendent of the South Bend Community School Corporation, and she is faced with many of the same tough decisions that we are trying to face in the United States Congress: setting priorities in shrinking budgetary times, preparing the children for a better future, and trying to deal with escalating violence in our schools.

I think she has done this with a tremendous amount of courage, and I salute the kind of decision making that she brings to her new position. I think one of the most important assets that Dr. Calvin brings to her job as Superintendent is her experience as Principal.

She was Principal of Muessel Elementary School in the 1980s and 1990s and while there brought the distinguished Blue Ribbon School Award to Muessel School. I think, Mr. Chairman, as we dealt with that Blue Ribbon School award on this committee, and in dealing with the appropriators to try to get sufficient funding for the Blue Ribbon School program, we here know that it is one of the best things that anybody can do in our communities.

So, Dr. Calvin, with that, we welcome you and look forward to your testimony.

STATEMENTS OF DR. VIRGINIA CALVIN, SUPERINTENDENT, SOUTH BEND COMMUNITY SCHOOL CORPORATION, SOUTH BEND, INDIANA; JULIUS MADDOX, PRESIDENT, MICHIGAN EDUCATION ASSOCIATION, EAST LANSING, MICHIGAN; RALPH H. NEAL, PRINCIPAL, EASTERN HIGH SCHOOL, WASHINGTON, DC; AND RUPERTA NELSON, STUDENT, EASTERN HIGH SCHOOL, WASHINGTON, DC

Ms. CALVIN. Thank you, Congressman Roemer, for that fine introduction and for requesting that this hearing take place; and thank you, Mr. Chairman, for this opportunity to address the issue of school violence before this committee. Both as a Superintendent of Schools and a mother of two, it is an issue that I am extremely concerned about and one that I am painfully aware of.

Several years ago, when he was still in high school, my son was at a school gathering where another youth was shot and killed. This past year, our school corporation had its first shooting on school grounds. One involved a middle school student who had a gun in his pocket during English class. It automatically discharged, hitting a boy seated in front of him in the hip. The other incident involved two high school students engaged in a dispute in the school parking lot over lunch period. One boy shot the other through the shoulder.

As terrible as these two incidents were, I feel blessed that no one was killed or seriously injured. But I know that time is running out for the South Bend Community School Corporation and for all schools in our country, urban and rural alike.

During the past year, our number of due process cases involving students bringing weapons to school more than doubled. In the 1992–1993 school year, we had five due process cases involving weapons. In the 1993–1994 school year, we had more than 10.

Our numbers, compared to many other urban school corporations, are still low, but one gun in school is too many. Nor have our northern Indiana school corporations, most of them suburban and rural, escaped this tide of violence.

One of my first actions, when I was named Superintendent last July, was to put together a safety committee made up of community and school corporation representatives to examine this issue and make recommendations. Those recommendations—which range from the use of hand-held metal detectors, to the hiring of full-time security personnel at our middle schools, as we already have at our high schools, to a weapons hot line for students to anonymously report the presence of weapons in their schools—are now ready to be presented to our school board for review, approval and implementation during the coming school year.

These measures will help, but they will not solve the problem. As educators, we cannot fight nor win the war against violence alone. We need your help as well. As you have probably guessed, all these additional measures will cost money. I am not sure where we will get it from, but I do know we cannot afford not to take these steps.

We need your support, as legislators, as well as the support of parents, teachers and their unions, law enforcement, social service agencies and the entire community. What we do not need is unfunded mandates; we must have dollars to address this issue.

As educators, we can design the best preventive programs, educational materials, brochures and public service announcements, but we still need additional human resources to walk and talk any efforts we undertake.

We need dollars to focus on preventing violence, on dealing with its cause rather than its tragic after effects. I understand that there will be grant money allocated this fall for schools. This is a wonderful start.

For the next school year, I have added nine additional social workers in our elementary schools, bringing our total to 15. I wanted nine more—one for each of our 24 elementary buildings—but I could not afford it. From my 25 years-plus as both a teacher and administrator, I know that the closer to the student that any solution is, the more human that solution is, the more effective it is.

I also know that we need to work with parents, not only to hold them accountable for their children's actions, but to educate them about safety issues and nonviolent approaches to problem solving. In almost all of the cases involving students bringing a weapon to school, the gun can be traced back in some way to the home, to parents or relatives or family friends. I would like to see the parents of any child expelled from school required to attend, side by side with that child, educational sessions and counseling on firearms before that child is readmitted to school.

When dealing with school violence, an ounce of prevention is worth more than a ton of cure. Several of our elementary schools have done a great deal of work in the area of peer mediation and conflict resolution, made possible through grant money and partnerships with local universities. The number of disciplinary problems in those schools has declined.

One of them, Lincoln Elementary, recently won the Indiana State Governor's Exemplary Project award for its outstanding efforts in this area. I want to see all of our schools involved in similar programs, but I need the dollars for training of staff and students.

Although I know we have much work ahead of us and more tragedies to live through in our schools, I feel that there is hope. This hearing today tells me that, as a Nation, we are facing up to and trying to solve the problem of violence, both in and out of schools.

As Congressman Roemer said, it is not a black, white, Hispanic, nor Asian problem. Violence is all of our problem. Violence is America's problem. Thank you very much.

Chairman **KILDEE**. Thank you very much, Dr. Calvin.

[The prepared statement of Dr. Calvin follows:]

STATEMENT OF DR. VIRGINIA CALVIN, SUPERINTENDENT OF SCHOOLS, SOUTH BEND, INDIANA

Thank you, Congressman Roemer, for that fine introduction and for requesting that this hearing take place, and thank you, Mr. Chairman, for this opportunity to address the issue of school violence before this committee.

Both as a Superintendent of Schools and a mother of two, it is an issue that I am extremely concerned about and one that I am painfully aware of. Several years ago, when he was still in high school, my son was at a school gathering where another youth was shot and killed.

This past year, our school corporation had its first two shootings on school grounds. One involved a middle school student who had a gun in his pocket during English class. It accidentally discharged, hitting a boy seated in front of him in the hip. The other incident involved two high school students engaged in a dispute in the school parking lot over lunch period. One boy shot the other through the shoulder.

As terrible as these two incidents were, I feel blessed that no one was killed or seriously injured. But I know that time is running out for the South Bend Community School Corporation and for all schools in our country, urban and rural alike. During the past year, our number of due process cases involving students bringing weapons to school more than doubled. In the 1992–1993 school year, we had five due process cases involving weapons; in the 1993–1994 school year, we had more than 10. Our numbers, compared to many other urban school corporations, are still low, but one gun in school is too many. Nor have our northern Indiana school corporations, most of them suburban and rural, escaped this tide of violence.

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We need your support, as legislators, as well as the support of parents, teachers and their unions, law enforcement, social service agencies and the entire community. What we do not need is unfunded mandates. We must have the dollars to address this issue. As educators, we can design the best preventative programs, educational materials, brochures and public service announcements, but we still need additional human resources to "walk and talk" any efforts we undertake. We need dollars to focus on preventing violence, on dealing with its causes rather than its tragic after effects. I understand that there will be grant money allocated this fall for schools; this is a wonderful start.

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Chairman KILDEE. Now we will go to Julius Maddox from Michigan.

Mr. MADDOX. Thank you, Mr. Chairman. Let me thank you also for your very generous comments earlier and also thank members of the panel for your remarks. I believe they were remarks no one disagrees with.

I am Julius Maddox, President of the Michigan Education Association, an affiliate of the National Education Association, and I represent 127,000 school employees across Michigan. But equally as important, at least to me, is that I am the father of two teenage sons who, statistics say, are at great risk to be victims of violence. I appreciate this opportunity to speak with you briefly about a serious and deplorable problem facing our Nation—violence erupting in our schools.

I am not going to take your time today to go into detail on the staggering toll of school violence. Suffice it to say that, unfortunately, we live in a violent-prone society, a society which enters our schoolhouse doors. Our schools are not fortresses. We cannot simply lock the doors, secure our students with metal detectors and turn away from our communities and pretend that they do not exist. Our students come from the community each morning and return to it each afternoon.

Seriously addressing violence in our schools means confronting the myriad of causes—poverty, lack of jobs, the prevalence of brutality in our popular culture, television and video violence, easy availability of guns, drug and gang subcultures and the disintegration of families.

Truly safe schools—a key component of Goals 2000—will be achieved when we have safe communities, safe streets and safe homes.

I would like to focus my remarks today on two points. First, that there is a need for an increased Federal role to stem the epidemic of school violence; and second, that the focus of Federal funding provides school districts with the resources needed to develop effective violence prevention strategies within each school and community.

On the first point, increased Federal role, Congress must help States and local school districts cope with the responsibility and expense of providing safe schools. Without increased Federal funding commitment, already financially strapped districts will be forced to choose between taking necessary instructional dollars and reallocating them to make our schools safe, or not providing a safe learning environment.

My second point is central to providing safe schools.

We need to develop solid prevention programs in all of our schools and communities which draw on a very powerful influence which tends to work with youth—peer pressure. We can create and emulate programs with parents, community leaders and school staffs where students themselves will no longer tolerate violence in their school.

Secretary of Education Riley in a State of American Education address at Georgetown University last February spoke about a disconnection so pervasive between adult America and the children of America that we are losing touch with one another.

Secretary Riley called on business, religious institutions and community groups to unite with parents and schools and forge a caring, sharing alliance where we all take an active interest in the lives of our children.

Children need loving parents and schools that care. But children also need communities and organizations that take an active, involved interest in their well-being and development. With large numbers of children growing up with violence, our Nation is in trouble.

The process of teaching that violent and aggressive behavior is not acceptable and will not be tolerated can be an integral part of the peer culture at work in every school. Children must have alternatives to violent, antisocial or aggressive behavior. Schools and communities working together can institute peer mediation and nonviolent conflict resolution skills. But increased Federal assistance is needed to support their efforts.

I hope I can reiterate what two former speakers have said, that no one looking at this panel be misled into believing this is a problem of African-Americans or urban institutions. It truly is an American problem. An ancient African proverb says, "It takes a whole village to raise a child." In today's America, this proverb is ever more a reality.

We continue to seek out solutions to eliminating violence in our schools. I look forward to the panel session as we search for real solutions to stemming the tide of school violence and community violence. Thank you.

Chairman KILDEE. Thank you very much.

[The prepared statement of Mr. Maddox follows:]

STATEMENT OF JULIUS MADDOX, PRESIDENT, MICHIGAN EDUCATION ASSOCIATION

Mr. Chairman and members of the committee:

I am Julius Maddox, President of the Michigan Education Association, affiliate of the National Education Association, representing 127,000 school employees across Michigan.

I appreciate this opportunity to speak with you briefly about a serious and deplorable problem facing our Nation—violence erupting in our schools.

MEA educational employees continue to work on solutions to reduce and eliminate violence in our schools.

I am not going to take your time today to go into detail on the staggering toll of school violence. Suffice it to say that, unfortunately, we live in a violent-prone society which enters our schoolhouse doors. Our schools are not fortresses—we just cannot lock the doors, secure our students with metal detectors and turn away from our communities and pretend that they do not exist. Our students come from the community each morning and *return* to it each afternoon.

Seriously addressing violence in our schools means confronting the myriad of causes—poverty, lack of jobs, the prevalence of brutality in our popular culture, television and video violence, easy availability of guns, drug and gang subcultures and the disintegration of families.

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My second point—developing effective violence prevention programs—is central to providing safe schools. We need to develop solid prevention programs in all of our schools and communities which draw on a very powerful influence which tends to work with youth—peer pressure. We can create and emulate programs with parents, community leaders and school staffs where students, themselves, will no longer tolerate violence in *their* school.

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Children need loving parents and schools that care. But children also need communities and organizations that take an active, involved interest in their well-being and development. With large numbers of children growing up with violence, our Nation is in trouble.

The process of teaching that violent and aggressive behavior is not acceptable and will not be tolerated can be an integral part of the "peer culture" at work in every school. Children must have alternatives to violent, antisocial or aggressive behavior. Schools and communities, working together, can institute peer mediation and nonviolent conflict resolution skills. But increased Federal assistance is needed to support their efforts.

An ancient African proverb says, "It takes a whole village to raise a child." In today's America, this proverb is ever more a reality.

I look forward to the panel session as we search for real solutions to stemming the tide of school violence and community violence.

Thank you.

Chairman KILDEE. Mr. Neal.

Mr. NEAL. Thank you, Mr. Chairman.

Across the country, we are dealing with increased violence in and around our schools. It has become a daily battle to make sure all children are able to learn, teachers are able to teach, and staff members are able to work in a safe environment which is free of drugs and violence.

During the 1970s, urban school administrators were faced with fights, crap games, knives, and suspension. Unfortunately, during the 1990s, urban school administrators are now faced with gang fights, turf wars, homicides, drive-by shootings, stabbings, suspensions, expulsions, juvenile crimes, teenage pregnancy, alcohol and drug abuse, weapons, and uncensored violent acts in the media.

Today, there are many factors that cause the violence at home to carry over into the school. Children are coming to school from homes where there is evidence of domestic violence, single parents, grandparents raising children, fathers incarcerated or deceased, poverty, welfare system, poor health, lack of parental involvement.

Children are coming to us showing evidence of substance abuse, early parenthood, child abuse, disregard for human life, lack of respect for self and others, lack of integrity, morals and values, and lack of interest in education, which leads to dropping out of school and crime.

If we are to prevent or decrease violence in and around our schools, we must consider several factors. For example, establishing outreach programs that target juvenile delinquency, truancy, and violence. Viable partnerships, safe school plans, literary programs, peer remediation workshops, character education, curricula that teach nonviolence and success skills, multicultural education, job opportunities, on-the-job training, weapon detection programs, dress code pools, high-tech security devices, community service programs, and student photo ID cards.

At Eastern Senior High School, we were fortunate to receive the national recognition of the United States Department of Labor for being one of 59 schools across the Nation who implemented and carried out an effective drug-free school program. The foundation of our program is the Z–1000 Tutorial-Self-Image-Outreach-Careers program. This program was funded by the Substance Abuse Prevention Education Office of the District of Columbia Public Schools.

The program had four components. First, the tutorial component which provides tutorial services while students in SAT verbal and math skills. Our students have opportunities for college through athletics; however, they do not have the required SAT scores for entering into postsecondary institutions.

Second, the self-image component which involves students in fitness activities and self-esteem workshops. The workshops are structured to improve the student's perception of themselves. Conflict resolution skills have been recently included for further enhancement in students' self-image.

Third, the career component which provides young people with an awareness of traditional and nontraditional careers available to them. In the Z–1000 summer program, students visit various work sites and experience a variety of career awareness opportunities.

Finally, the outreach component which allows designated staff to go out into the community to encourage students who have dropped out of school for various reasons to return to an educational setting that will afford them opportunities to complete their education.

The Z–1000 program serves as a basis for positive program involvement. At Eastern, students are exposed to more than 48 extracurricular opportunities through their participation in clubs, organizations and athletics. The extracurricular activities give the students a sense of self-worth and show them how they can make a positive contribution to society.

If we are serious about saving our youth, all stakeholders must be committed to a healthy start, a head start, a fair start, and a safe start for every child in the country. Elected officials must ensure the health, physical, economical, and educational security of all children, pass legislation that will closely regulate the manufacturing and sales of firearms, implement safety plans that promote public education campaigns regarding both the danger of guns and alternatives to violence for conflict resolution, provide service alternatives to being on the street, creating opportunities for youth to obtain employment and on-the-job training, implementing programs for parents' education, family support and teen pregnancy prevention, fight racial discrimination and make everyone aware of the importance of cultural diversity, and restore community, individual and parental responsibility for all children.

Furthermore, local school boards must give school officials the authority to expel students who bring weapons into schools, which threaten the lives and safety of both staff and students. Also, students who create acts of violence and bring weapons in or around school should not only be expelled from a school district for a period of no less than one year, but also should not be permitted to enroll in another school district until the expulsion period has ended for the violation.

In closing, an academic program that has a comprehensive program, partnership and extracurricular activities are not enough to curb violence in our schools. We need assistance in providing programs for our youth before and after school and on the weekend.

This is necessary so that the dollars can be spent on a proactive intervention of violence activities as opposed to an active rehabilitation for our youth.

Chairman KILDEE. Thank you very much, Mr. Neal.

[The prepared statement of Mr. Neal follows:]

STATEMENT OF RALPH H. NEAL, PRINCIPAL, EASTERN HIGH SCHOOL, WASHINGTON, DC

Many administrators, especially principals in urban areas across the country, are dealing with increased student violence in and around schools.

It has become a daily battle to make sure all children are able to learn, all teachers are able to teach, and staff members are able to work in a safe environment which is free of drugs and violence.

During the 1970s, urban school administrators were faced with fights, crap games, knives, and suspensions. Unfortunately, during the 1990s, urban school administrators are now faced with gang fights, turf wars, crews, homicides, drive-by shootings, stabbings, suspensions, expulsions, juvenile crimes, teenage pregnancy, alcohol/drug abuse, weapons, and uncensored violent acts in the media.

Today, there are many factors that cause the violence at home to carry over into the schools. Children are coming to us from homes where there is evidence of domestic violence, single parents, grandparents raising grandchildren, fathers incarcerated or deceased, poverty, welfare system, poor health, and lack of parental involvement. Children are coming to us showing evidence of substance abuse, early parenting, child abuse, disregard for human life, lack of respect for self and others, lack of integrity, morals and values, and lack of interest in education, which leads to dropping out of school and crime.

If we are to prevent or decrease violence in and around our schools, we must consider several factors. For example, establish outreach programs that target juvenile delinquency, truancy, and violence, viable partnerships, safe school plans, media literary programs, peer mediation workshops, character education, curricula that teaches nonviolence and success skills, multicultural education, job opportunities, on-the-job training, weapon detection programs, dress code policies, high-tech security devices, community service programs, and student photo identification cards.

At Eastern Senior High School, we were fortunate to receive national recognition from the U.S. Department of Labor for being one of 59 schools across the Nation who implemented and carried out an effective "Drug-Free Schools" program.

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If we are serious about saving our youth, all stakeholders must be committed to a healthy start, a head start, a fair start, and a safe start for every child in the country; elected officials must ensure the health, physical, economical, and educational security of all children; pass legislation that will closely regulate the manufacturing and sales of firearms; implement safety plans that promote public education campaigns regarding both the danger of guns and alternatives to violence for conflict resolution; provide service alternatives to being on the streets; create opportunities for youth to obtain employment and on-the-job training; implement pro-

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grams for parent education, family support and teen pregnancy prevention; fight racial discrimination and make everyone aware of the importance of cultural diversity; and restore community, individual and parental responsibility for all children. Furthermore, local school boards must give school officials the authority to expel students who bring weapons into schools, which threaten the lives and safety of both staff and students. Also, students who create acts of violence and bring weapons in and around school should not only be expelled from a school district for a period of no less than one year, but also should not be permitted to enroll in another school district until the expulsion period has ended for the violation.

In closing, an academic program that has a comprehensive program, partnerships and extracurricular activities are not enough to curb violence in our schools. We need assistance in providing programs for our youth before and after school and on the weekends. This is necessary so that dollars can be spent on proactive prevention of violent activities as opposed to reactive rehabilitation for our youth.

Chairman KILDEE. Ms. Ruperta Nelson, a student at Eastern High School.

Ms. NELSON. Good morning, members of the committee. I was asked to come here to talk to you about violence at schools and possible solutions. I went to all of my friends who I work with at the National Rainbow Coalition and at Eastern and asked them what they thought the problem was. They said to me, well, the legislative body is totally out of touch with what is going on.

And what could I say? I have to admit I felt the same way, because a lot of Senators and Congressmen send their kids to private schools. I am sure you all have heard of St. Alban's.

So I am going to give you an example of what a typical kid, around about the age of first grade—I went through this myself—went through. Basically, they would come home from school by themselves. Their parents aren't there. Their mother is at work, their father is delinquent, he is in jail, he is not around, he is not paying child support, so their mother must work very late.

I took care of myself from the age of five to about ten. And then when my brother reached the age of preschool, I then had to take care of him, too. I took care of him until I was about 13. My mother had remarried when I was 10, and she made enough money to get day-care right about the time I had my two other siblings.

When these kids come home, they can't go outside. They can't go outside because it is too dangerous for them to go outside. They are afraid to go outside. I was in the suburbs. I lived in Iowa City for 10 years. They made fun of me because I didn't have a father. He wasn't there; he was on the other side of town. He didn't pay child support, and my mother worked until 10 at night.

I moved to Georgia when I was 10. My mother once again worked really hard to keep us living at the standard that we were used to. And I then had to take care of my brother. I would have to go pick him up from the other side of elementary school, bring him on the bus, make sure he was home. I had the responsibility for looking out for him, making sure that he was home. And that is a lot of responsibility for a single—for a child who was 11 or 12 years old. And this was in the suburbs. Right now, we are talking—I am living in Washington, DC. I am living in the inner city.

I come home at 11 p.m. with my friends and I see twelve-, nine-, eight-year-olds outside riding their bicycles until 12 at night. In January, when we had that really bad snowstorm, I heard a child crying outside. And I look at these circumstances and I say, what is going on here? Why is this happening? And I realize that we have the breakdown of the family structure.

Well, there is nothing we can really do about that right now except teaching morals. We teach diversity. We have scapegoats; we say, the father is gone. We can't use that.

When Jerome was shot in the cafeteria, we couldn't say his father wasn't at home. They said, his father was incarcerated. Well, that is not the solution. His father is not the one. He is the one who shot the gun.

When he shot that gun, he ruined it for the rest of his life. He will be in jail for the rest of his life. He can never recover. Once you are in the system, you learn how to be a better criminal.

We have to find a better way of having a solution. We have to think, okay, what can we do to keep this kid from doing this until he gets to the point where he shoots another person in the chest because he doesn't agree with him, because his mother wasn't home to say, that is not right, because she was trying to get food on the table. That is ridiculous.

I think we could do what we did when I was eight or nine years old, just say no. That was a very powerful campaign; it worked for a lot of people. I thank you for listening to my views today. I look forward to your questions.

Chairman KILDEE. Thank you very much.

I thank you all for your testimony.

Let me pick up on one thing you said, Ms. Nelson. You say yourself and your peers at the school feel that Congress does not know what is going on. Aside from this one hearing—and this is just one hearing—how can we better know what is going on. If we are going to try to be part of the solution, we should know more of what is going on. What would you suggest we do to become more aware of what is going on?

Ms. NELSON. Well, you can go to the kids before something like this at Eastern happens, before the cameras get there, before something tragic happens. You go and say—ask the kids, how do you feel? We have to remember, there are a lot of kids out there and none of them are represented in Congress. None of them. They are not old enough to vote, so it really doesn't make a difference to anyone.

As soon as you get elected, or even before, then say, what is going on? What a parent can do, or what you can say to the parents is, how do you feel we can help, what does your child bring home that concerns you? Do you understand?

Chairman KILDEE. Yes. I will make a commitment myself, first of all, Ms. Nelson, to come to Eastern High School.

Ms. NELSON. I graduated, I am not——

Chairman KILDEE. I will talk to those who are there. And I visit the schools in my own district and other schools around the country, but I have been in this city for 18 years, and I would like, with the permission of Mr. Neal, to come by your school and maybe talk to your student council people and anyone else, and pick up their views.

Out of the mouths of children comes perfected wisdom. We can really benefit from that wisdom.

Mr. NEAL. It would be our pleasure to have you, sir.

Chairman **KILDEE**. Thank you very much.

Can we make our schools less violent than the surrounding community? And if so, how can we do that? We have violence in the community. We find violence in the school. How do we make that school less violent than the surrounding community? If we can, what should we be doing different in that school?

Mr. **NEAL**. Many times the violence that occurs in the community spills over into the schools. It is a national problem that we have facing us. Just as we walked through the metal detectors, as we came into Congress today, but there are not metal detectors in every school. Just as we walked through metal detectors when we had a national problem with hijacking airplanes, and we put metal detectors throughout our country in order to get to airplanes, we do not have that in schools. So we need to do something to prevent students from coming to school with weapons.

We also need to look at the problems in reference to trying to address the social issues that are confronting students on a daily basis in their community—unemployment, poverty, welfare.

I used to be able to stand on the stage—whereas 65 percent of my students go on to postsecondary education, I used to stand on my stage and say to the parents of the students who did not go on to postsecondary education that if your child does not have a job in September or if your child was not in the military in September, come and see me and I will assure you I can get them a job or get them involved in the military. I cannot do that now.

Many students are graduating from high school and they are finished—approximately 25 to 35 percent, so it is a social problem. It is a community problem. It is a national problem, and a lot of the problems that happen in the community definitely spill over into the schools.

If we are going to establish alternative programs, then they have to be staffed. There is a great need for social workers and psychologists within schools and within alternative programs, and we don't have the funding to hire social workers and psychologists.

Our students, our young people are coming to school—for a better term—with a lot of baggage; and we have to address that to prevent it from growing into more than we can help.

Mr. **MADDOX**. I don't believe that schools can be less violent than their communities. Violence is a philosophy. It is a way of life. We can hide the symptoms. We can put up metal detectors and try to suppress the concepts. But when students are part of a violent society, they reflect that society.

Schools are no different from our society. And if we are going to address violence, we have to make it a multifaceted battle. We have to address it in the schoolhouse, but we also have to address it in the community; to try to address it in one forum without the other will not make a difference. To sit on students for eight hours a day and then send them back to violent lifestyles, when they return the next day, whether they have a weapon in their hands or not, they still bring with them that violent philosophy.

So if we are going to address violence, it cannot simply be in the schoolhouse. It has to be part of a total program, a community-based program.

Ms. NELSON. I would like to add on to that. We also have to realize that violence is just a symptom of depression. We are coming from a society right now that is depressed because it doesn't have jobs. It is not sure of its future. Even when you graduate from college, you are not assured of having a future. I know the kids in the inner city are like, this system is stacked against me, I don't have it, I am not going to make it, and I don't see any reason why I should even think of living past the age of 24.

And that scares me when people say things like that. It scares me when I talk to my friend and say, what are you doing after you graduate? And they say, nothing. I believe it is, idle hands are a devil's playground. Basically, that is what happens.

When a child takes a gun, it is a cry for help, saying, I am depressed, I want someone to help me, I don't value life, I don't value living; because if I did, I wouldn't be carrying this gun.

Chairman KILDEE. Dr. Calvin?

Ms. CALVIN. Yes. As I watched America attack the problem of smoking, and that was taking on the tobacco industry, taking on many people that did smoke—I was a smoker myself—we approached it as a problem all in one, collaborative. And as I look at school violence, it is perhaps no different. We need to take that on as a collaborative model.

I do believe there is hope in curtailing violence in schools. Once upon a time, I said I would never give up smoking. But somehow through education, advertisement, and working collaboratively, we worked toward decreasing that.

I think that when we speak of violence in homes, I think that education most certainly is a vehicle, but it must be done collaboratively with local universities, with legislators, with parents.

I do not see this as bleak, although I am frightened. But I do view this as solvable.

Chairman KILDEE. Let me ask one more question, and then we will defer to Mr. Goodling and the rest of the members of the committee. We debated this year on at least two occasions, I believe, the question of policy on guns in school.

What is your policy, or what do you think the policy should be on guns in school? We had an amendment offered here for zero tolerance, that a gun in school would mean expulsion. Would any of you like to comment? Maybe we will start with you, Mr. Maddox, on what the policy should be on guns in school.

Mr. MADDOX. We certainly support a zero tolerance on guns in school and believe that those students who bring guns and other weapons to school need to be separated from the student population.

But we believe the schools and society have an extended obligation to those students. To simply take a student who has brought a weapon to school and turn them loose on the streets with no alternative forms of education, with no alternative counseling programs, is simply to take a danger from one spot and move it to another.

So we have got to remove those elements from our public schools, but at the same time we have to understand those students must be worked with, they must be educated, they must be rehabilitated, because, if not, in a couple of years they will be older adults, without education, still violent, still with guns, walking the streets of America.

Ms. CALVIN. I would like to agree with that, but I would like the committee to picture a 12-year-old youngster, suspended from school for an entire year, that had a gun, living next to you. That is very frightening. I do believe the youngster should be suspended. As I testified and stated earlier, it is the reentrance, as Superintendent, that I am worried about. We allow the youngster to return the following year, and in the meantime, I am very concerned, if the parent of that youngster, guardian, or student, if they have gone through some type of counseling prior to reentering our school doors.

Mr. NEAL. My feeling is that any student that brings any weapons into a school building should be automatically expelled for a one-year period of time. In the expulsion policy, they should attend an alternative educational program. In that alternative educational program, they should receive education, but also they should receive good counseling from social workers and psychologists.

Also, they should be in a small setting so that we can address the needs of those young people. Then—after that one year of expulsion, then that student should be permitted to reenter, but not that particular school, to reenter a public school or a public school education facility.

When you expel a kid for any violation, you should give those students the counseling that is needed and place them in the very small setting and support that is needed so that child can be successful.

Chairman KILDEE. In that counseling, would the role of conflict resolution training play a role in that?

Mr. NEAL. Conflict resolution training, peer mediation, and also try to address some of the social problems, find out why that child brought the gun or the weapon into the particular school.

Chairman KILDEE. Ms. Nelson, do you have any comment on that?

Ms. NELSON. No, thanks.

Chairman KILDEE. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. First of all, let me say that Mr. Payne, in his opening remarks, gave similar statements as I have given to the press when they ask me why I voted against the crime bill. The crime bill, in my estimation, was heavy on death penalty, heavy on additional police, heavy on additional prisons, but light on trying to prevent some of this. And I would have taken much of that money and put it into the literacy programs that I worked with Mr. Sawyer on, like Even Start, to try to do something about preventing these things from happening in the first place.

Secondly, I have been more emphatic about carrying out sentences when sentences are given. I get in trouble all the time with my district because I am one who says, yes, prisoners, if they are not on death row, should get Pell grants, should get student loans, because they are coming out into society. Our emphasis should be that they participate in literacy programs when they are in prison. No questions asked, you can't opt out, you have to participate, because they should have the best training and the best preparation for life when they come out.

We have done several things in our area. Pam Harrison is here with Mr. Raber, who will testify later. Pam, first of all, is living proof that little programs that the Federal Government sometimes introduces with enough flexibility are successful programs. She participated in the Dislocated Homemakers program and is now the Director of Federal Programs for the York City Schools.

In York they have tried to deal with this issue through a program called Project Connections. I hope we can get some funding to help the program continue, because everyone now wants to participate—the parents and the children want to be in Project Connections. And what they have done is taken the middle school youngsters—and they just chose them at random—and indicated that you will be with two teachers all day; those teachers will be working with you on developing interests and skills in relationship to your future.

We get into this battle all the time. We wait until eleventh or twelfth grade to work with the students in this area. If you wait until then, you have waited too long. So young people in Project Connections are going out into businesses, finding out what is expected of them now. They use computers already, like most of the staff in my office, who are all college graduates. It has just been a wonderful program, but what they need is funding to help this program continue and serve all students.

There are 15 school districts in York County. The county decided they couldn't wait when it came to alternative settings for schools. So as a county, they now operate two alternative schools. I was concerned—Mr. Neal, although you later eliminated my concerns in your answer to another question—but the way I read it in your testimony, it sounded like you wanted to remove students for a year and they couldn't go into any other school. I thought, gee, what do we do with them if we get enough of them out there?

They have two alternative schools in operation at the present time in York—one, as a matter of fact, takes place in a shopping center—and they seem to be working very well. I was asking my Latin teacher here, I wanted to make sure I pronounced it correctly, but when I began teaching in loco parentis meant that I was in place of the parent. It didn't mean I had to consult with the parent to see what my role was supposed to be. I noticed it was that way until I left to work on my doctorate, and when I came back from that year, I noticed that had all changed. In loco parentis then meant, I will ask the parent what that means as far as they are concerned, and, therefore, will not discipline in my classroom.

I want Ms. Nelson to know that, at least on this committee, you can tell your friends that we do know what is going on. Our problem is not that we don't know what is going on. Our problem is that we are not sure what the solutions are and we are not sure what our role at the Federal level is in providing those solutions.

We did some good things, I think, in Goals 2000—particularly, we provided money for safe school programs, and funded them. In fact, there is $20 million at the present time for this program. I hope, if you aren't taking advantage of these funds, you try to take advantage of them, because the money is there. It is $20 million at the present time to try to reach goal number six, the safe school goal.

Another comment in relationship to Mr. Neal's testimony. We added in reauthorization this year, on our side of the aisle, to H.R. 6, a provision in the Even Start program to allow projects to start to work with teenage mothers. It also allows for a demonstration project to work with mothers in prison to try to bring about proper bonding. And, of course, that deals with all three elements. To be successful, you must have the parent and the child improve their literacy skills together and also work on the parents' parenting skills. So those are some things that, hopefully, will help all of you.

I don't envy any administrator at the present time in any school district. I give you all the kudos that are out there. I go back and visit schools regularly, and I realize that I probably wouldn't last very long as a school administrator today. I would probably be in jail, because that isn't the way we used to run the system.

May I say to the representatives of the teachers, that there is one thing that really bothers me when I go back to school districts now. I don't think you can have it both ways. I think you have to appear and act as professionals. And I am very disappointed when I go back to some of the schools in which I formerly participated, and find the teachers—I really can't differentiate between the teachers and anybody I might find out on the street. Their appearance is such that it seems to me it takes away generating the kind of respect that they should be generating. I used to have a teacher that would always say, they just don't—they don't have respect anymore for teachers. And I would always tell her, you have to gain that respect.

And the message that I would like you to carry, I think, is that the teaching profession has to determine whether they are professionals or they are not professionals. And I think they should appear as professionals. I think that goes a long way toward setting the proper stage.

College, when we had a fraternity party, come as you want, the discipline was terrible. But when we had a dress-up party on a Saturday night, usually the discipline was much better.

That is my lecture for the day. Thank you.

Chairman KILDEE. Thank you, Mr. Goodling, for your words of wisdom there.

Since we have a second panel, I will be using the clock, but I will be more indulgent with Mr. Roemer since he is principally responsible for this hearing today. But we will start running the clock.

Mr. ROEMER. Thank you, Mr. Chairman. Thank you all for your excellent testimony.

Let me start with Ms. Nelson, if I could. That is a riveting personal story you tell, and thank you for sharing that with us on this committee to help enlighten us and help us understand what younger people are going through in schools today.

How did you make it? You talked about the problems you faced taking care of a younger brother, the dangers in schools and your neighborhood. You graduated. How did you do it?

Ms. NELSON. I was one lucky individual, I guess.

Mr. ROEMER. What was it? Was it your family or your background or your personality?

Ms. NELSON. Always my mother. Every time I turned around, there she was. She was like, look, you are not going to come in my house and do something second rate, because I know you are better than that.

I was in Montgomery County for a year, and my tenth grade teacher, Dr. Seidel, was always right there. I didn't realize she had been watching me in ninth grade saying, I believe you have something in you that is better than that. She was right there saying, I believe in you. I have always had teachers supporting me; I have always had my mother's support. I have had a very strong family. My mother's come through a lot.

When I came to Eastern I didn't want to come. They dragged me to Eastern. My mother dragged me there. I was like, I don't want to go. It was my first inner-city school, and I believed in the stereotypes. I came into Eastern; I saw the metal detectors. It was the first time I had ever seen a metal detector in a school; I broke down and cried. I couldn't believe every day I would have to go through a metal detector to go to school. My mother said, you will stay at Eastern for one semester and then we can talk about getting you to another school later.

But after a semester I realized I wanted to stay at Eastern. I was well respected.

It comes from the fact that you have a lot of support. It doesn't have to be parental support. It can be a teacher saying, I want to talk to you after school about something. I don't like the test score that you did. I am going to let you go home and study for the test and take it again.

Mr. ROEMER. How is your brother doing?

Ms. NELSON. He is doing great. He is in a Catholic school.

Chairman KILDEE. Did you miss school when you had to take care of him?

Ms. NELSON. I missed not being able to go outside the way I wanted to. I did go outside anyway; my mother didn't know. And I remember on weekends my friends' parents would come outside, and my friends would always hang around with their father, and I wouldn't have a father figure there, and my mother was always working.

But I think I was always lucky. My mom would come home and say, I am doing this for you, so you don't have to live where I had to live, so you don't have to do what I did.

My mother right now works for the Samaritan of Washington, DC. She has done a lot just to make sure we have a good standard of living, saying you have to do better than me.

Mr. ROEMER. You said a lot of young people don't have much faith in Congress, that we are not very in touch. Tell me how we are not in touch in terms of how many of your friends may try to bring guns to school. Are the problems in the schools? Are they more in the homes? Are they more in the neighborhoods?

What are some things, Ms. Nelson, that you think that are attributable to your success story, that we can help in the neighborhoods?

You seem to point to a lot of the problems in families, in the neighborhoods.

Ms. NELSON. I led a student march in April, just a few months ago, and I wanted to get a committee of the people I knew. I actually had to sit down with people and say, okay, this is such and such, does he carry? They would say yes or no.

I would say, if he doesn't carry, does he do drugs? They would say, he might do this, he looks like he does. That was scary to me. I believed that a lot of kids I hung around with had the same support I did. Their mother was right there saying, look, I am doing this for you so you can do better for yourself. A lot of those kids are in the Washington Post 500 Clubs. Those are my best friends right there. A lot of them push each other and say, you have to get this application for college.

With your friends around you, your family around you, and you don't allow anybody who may carry a gun to infiltrate; and if you do, you do it to say, this is wrong, you can do better than that, because I believe in you.

Mr. ROEMER. In addition to visiting your school, what else could we do?

Ms. NELSON. I don't like the crime bill. We should not have to put money in after the fact. We should put money in before it even happens.

Mr. ROEMER. Thank you.

Let me come to Dr. Calvin for a couple of questions. Dr. Calvin, in your testimony, you very articulately talked about the need for counselors and social workers. You have added nine new social workers. How do you utilize these social workers and counselors to act in preventive and proactive ways? How much did it cost to add them to the South Bend school system?

You said you would like to add more counselors. What would you do with the additional ones?

Ms. CALVIN. What I had to do to secure the nine in place—I had proposed 18, one for each high school—I had to downscale administratively in the central office. So I sacrificed my needs in terms of implementation from central office to place social workers close to children, because I do believe that the closer we are to children, the more likely we are to solve the problem.

How they distinguish from counselors, it happens to be that we are actually asking them to make home visits, to talk with parents in small groups and neighborhoods and schools. And we are asking them to be proactive in attendance, not only to work with the counselor within the schools but to work with our local police agency in identifying youth that remain in the community.

I do believe in schools that, yes, our teachers are important, but I think for the 21st century we need to take a look at our schools for human resources. We do not need another textbook. We need human beings that can walk and talk with children and parents and the community.

As a matter of fact, in our schools, I would like to see not only counselors and social workers. I think we need to take a look at educational diagnosticians. We are working with youth that the general curriculum may or may not fit. We need to write prescriptions, I think, for the 21st century in working with violence in schools. I think we need to have physicians in schools. Some day we need to have another discussion on how school systems can use physicians, educational diagnosticians, along with counselors and social workers.

Mr. ROEMER. What do you pay the social workers a year?

Ms. CALVIN. They are paid on the teacher contract, the regular salary. The social workers are certified social workers. They do not have counseling certification. It was additional certification that is needed for that profession. They are trained differently from counselors and teachers. They are trained to work with families, community agencies such as the Welfare Department, such as Park View, where our youth are. It is different training, a different degree that is required.

Mr. ROEMER. Let me ask you another question. You mentioned in your testimony, as well, the role through partnership that universities might play in working with our school systems and communities—also, the benefits we could get out of partnerships with our community health centers.

How do we start to maybe combine resources, to get our local agencies working directly in the schools with the neighborhoods and with our homes, to do these kinds of home visits, or to serve as anchors in schools where many children feel that it is one of the few safe places in the neighborhood?

Ms. CALVIN. Earlier, one of the committee members talked about bridging the gap with the social agencies, along with schools, and I think it requires, first of all, the thought process that we need to deliver services differently than we are accustomed. Social workers are in welfare agencies. We work with Madison Center, our local services there. And I think—you think in terms of delivering services differently.

That is the first thought. And once that model is in place, it is simply, how can we better utilize resources in terms of delivering services for children?

Currently, we are proposing to the school board of trustees, and along with welfare, how might we take social workers from medical centers and the welfare system and place them in our schools? How can we better utilize our building for decentralizing services that are in the community?

There are concerns, most certainly when you start talking about supervision, you start talking about dollars, how might we use them, and the reporting vehicle for those.

In terms of universities, we have found a wealth of resources there. Believe it or not, volunteers frequently come to work with our local school systems. I think we should look toward high education for retraining of teachers to better prepare them to look at the human element and human services that will be needed for the 21st century.

Mr. ROEMER. Thank you.

Mr. Neal and Mr. Maddox, you both mentioned in your testimony some of the problems we encounter with guns and gangs and violence and so forth. I visited inner city schools in Chicago last year, and in talking to principals and administrators, found the Chicago school system has full-time police officers in the schools, not just rented security, but full-time Chicago police officers. They are partly paid for by the school system—so education moneys are being paid to these police officers to secure the hallways—but also out of the police budget.

How big a problem is it in Washington, DC, and in Michigan, the gangs?

You also mentioned, Mr. Neal, the problem with the expulsion policy. What do we do with these students? The second part of the question would be, what kinds of numbers are we seeing at Eastern and at other schools in DC? Is it growing? Are we seeing a huge increase in the number of people kicked out of school for bringing guns in? Are we talking 10s, 20s, 30s, or 50, 60? And what kind of alternative school do they have?

Mr. NEAL. Let me say in reference to gangs in Washington, DC, we don't have what you call the gangs as they have in Chicago and New York or L.A. We have what we call "crews." That is a group of maybe four or five or six young men or young ladies who sort of live in the same area and hang together or come to school together. And those individuals sort of form a bondage between each other. There is nowhere near the type of activity that they have as far as gangs in major cities.

I can address the situation in reference to Eastern. Eastern was a school cited in 1988 as one of the safe schools in the country. Unfortunately, we had the incident that occurred in March of this school year, which gave us, I guess, adverse publicity.

In the 10 years that I have been at Eastern, we have only had one gun incident, and that was the incident that happened in March. But if we talk about the city, there is an increased amount of students involved in bringing weapons into school.

I think the expulsion rate or suspension rate has increased in the DC Public School System in reference to the number of students who are involved in weapon violations. If you are talking about alternative education programs and expulsion, if we expel, I would say that 90 percent or better of our students who come to school come to school to learn, they come to school to get an education, and come to school to be there for the purpose of getting an education. We are talking about a small percentage of students who are involved in negative behavior. And my feeling as a Building 11 principal, that smaller number of students should not impede upon the educational programs of the larger number of students who are there trying to get an education.

I believe those students who are involved in negative incidents, violent incidents, should be expelled from school. But I also believe there should be an alternative education program established for those individuals.

Just do not establish an alternative education program and not give those students support services. Many times we establish educational programs and do not give the students support services. We throw them into a large number of schools with a large number of students with no social worker, no psychologist, no counseling, and expect those students to achieve. It is not going to happen, in my belief. So I feel as though we need to expel those students, but put them into an alternative education program and give them support.

Additionally, I feel as though parents of students who have been expelled from school should be made to participate in some type of counseling program along with the students. Many of the problems that our students have really stem from home. And so parents need to be taught how to be parents and how to work with the children so that when they come back into the mainstream, then the student will have that support from the parents and the other agencies that are involved.

Mr. ROEMER. You are to be congratulated. I am aware you only had that one incident at your school. We need to talk about how we can be helpful.

Ms. NELSON. He was talking about the presence of crews. It is important to remember that not all crews are what you would call the stereotypical gang. Like he said, it is—I belong to what somebody might call a crew. It is made up of five people. We hang around for each other at lunch——

Mr. ROEMER. A surrogate family?

Ms. NELSON. Yes. If I am having a problem and I can't take it to my mother or anybody else, I call them up and say, this is what is going on. There are positive crews going on out there. We need to concentrate on the positivity.

When that happened at Eastern, we couldn't walk around for two weeks without having a camera in our face talking about the incident. Nobody talked about the choir going to Austria or Normandy this summer; or the choir singing at the Inauguration.

Mr. ROEMER. We deal with those problems in our jobs, too.

Thank you, Mr. Chairman.

Chairman KILDEE. Thank you.

Ms. Woolsey?

Ms. WOOLSEY. Thank you, Mr. Chairman.

Ms. Nelson, when you were speaking, you just hit right at my heart. I was sitting here thinking, well, individually, especially those of us who are part of this subcommittee and part of this full committee, of course, we are here to represent you, so why would you have that perception, you and your friends? There is no question you wouldn't have that perception.

But, we have a Congress that invests in Cold War relics; works—rather, invests in submarines we don't need, in missiles that are aimed at Russia that we don't need anymore; and we even have the gall to be willing to talk about trade policies that would exempt our budget process so that large corporations, which are other people's special interests, can have an advantage, why we aren't willing to invest in what ought to be everybody's special interest, our children. No wonder you feel that way,.

When I got through that process, then I relaxed a little bit, knowing that I had a lot of work to do, and I wasn't going to give up until we got there.

Two things we have done this year, and I want to ask the panel how you think this will work for you. In the ESEA reauthorization, we have Title X, which will allow any school, school district, to use up to 5 percent of your Federal funding, not mandated, for services like the Z–1000 program, like social workers at the school site. Do you think that you will be able to take advantage of that, or do you need every penny of that for the education without the social services?

Dr. Calvin?

Ms. CALVIN. I think that when reality sets in, we are in need of everything we presently and currently are using. What we need are additionals; I am asking for additional services. Along with that, I think as educators we do have the responsibility to seek out and talk about how might we deliver services differently with the current resources. So I think that while we can most certainly take a look at that, I would like to remind the committee we need additional services.

Ms. WOOLSEY. Additional funding?

Ms. CALVIN. Additional funding.

Ms. WOOLSEY. Mr. Neal?

Mr. NEAL. Let me say, I feel the same way as Dr. Calvin. We need additional funding to help our students to overcome the areas that they have. Furthermore, I think that, as I stated earlier, we need something, a place of employment for our students to be able to go when they complete high school. And that is very important. The employment sources have dried up tremendously. So when a kid completes high school, what is he to do? Especially a kid in Washington, DC. If he lived in a town where there are factories, then there is possibility he could get a job in a factory. But our factory is the United States Government, and there are no jobs available.

So we need someway, somehow for students who graduate from high school, who do not go on to postsecondary education, to have employment.

Ms. WOOLSEY. We also passed the School-to-Work program during this administration, and a key part of that is jobs that pay a family wage, whether or not you go to college.

Something else that we have added to the Elementary Secondary Education Act is a House Resolution that was passed by the House, and we are hoping it will be passed by the Senate, that makes a very committed statement that every year until the year 2002 we will increase the percentage of our Federal budget that goes towards education until it reaches, in the year 2002, at least 10 percent of the budget. You know, it is only 2.3 percent right now.

And I am assuming we are going to do that. I am on the Budget Committee. I got that resolution in the ESEA, and I intend to be dragging that in every year until—I mean, we voted on it, folks. We are going to make it happen. We have to.

But do we need to identify where that goes? Or would you just prefer to have more money and use it the way you think it needs to be used, for social programs or for whatever fits best for your particular area?

Mr. Maddox, I was thinking about that when you—when you were talking about some of your programs.

Mr. MADDOX. We believe there have to be additional dollars dedicated to education. But we believe that many of the decisions, if we are really going to change the educational program to meet the needs of students, must not be mandated, either at the Federal or State level. But we have got to allow teachers and other school employees and parents at the building level to determine how we are going to allocate those resources to make sure that our students achieve.

The example given a few moments ago about—in Chicago, I believe, every school having a police officer, seemed to me to be perhaps a misuse of resources. I am not sure that every school staff, if they were given the opportunity to determine how they were going to develop a program to provide for the safety of their students, to involve the parents in their building, to involve the community around their building, would choose to use the dollars that way, that those dollars that are being paid for that one person could in fact be used for proactive and preventive measures.

But I believe those are decisions that must be made at the building level. But the decision making alone, without the resources, is futile.

We have across this Nation now school employees and parents who are wonderful resources of ideas to combat violence in the schools. But the ideas, without the resources to implement them, are futile.

So I believe the additional dollars have to be there. But along with those dollars, the ability of school employees at the building level, along with their parents and communities, to determine how we are going to allocate and to expend those resources.

Ms. WOOLSEY. So if they want the police officers, that is their position, but not mandated?

Mr. MADDOX. If they also have the dollars to be able to do conflict resolution, do the kind of training with and for parents, do some community collaboration, that now does not exist in most schools across this Nation.

Ms. WOOLSEY. Mr. Neal, Dr. Calvin, do you agree?

Mr. NEAL. I agree with Mr. Maddox. No one knows best what is needed at Eastern High School except the staff, the student body, and parents.

Ms. CALVIN. While I agree, most certainly as Superintendent, if I am able to place the security budget with the police department and I can keep those dollars, I am willing to do that and work collaboratively with them.

So I would like—and while I have the mike, I would just like to echo Mr. Neal's point about alternative schools and alternative education. As Superintendent, one of the concerns I have is that often we establish those, and the youth that are in those there are on a track to no place. So at the end, not only the job, but the training should follow with that.

Ms. WOOLSEY. And the job must pay a family wage they can afford to live on?

Ms. CALVIN. Exactly.

Ms. WOOLSEY. Thank you, Mr. Chairman.

Chairman KILDEE. Mr. Green.

Mr. GREEN. Thank you, Mr. Chairman. I would like to ask my remarks be in the record. I apologize for not being here earlier.

Chairman KILDEE. Without objection, they will be included.

[The prepared statement of Hon. Gene Green follows:]

STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I would like to thank you for calling this hearing this morning to address the growing problem of violence in our public schools. Sadly, our schools are also a reflection of our society which has become more violent. We have all heard the horror stories of small children bringing guns to school because they are scared that without a gun they are vulnerable.

Violence in our schools was once thought only to happen in inner city schools, however, today these crimes are being committed in nearly every community from the suburbs to rural America. As the husband of an educator, I have learned first-hand that our teachers are sometimes threatened by their students and often these teachers are forced to leave their chosen profession out of fear for their own safety.

Studies have shown that many Members of Congress choose to send their children to private schools in order to avoid the problems that our public schools are facing among which is school violence. Both my children attended public schools and received a quality education despite some of the problems their school experienced. Private schools have a lot to offer but they are not the answer to this problem. We must revitalize our public schools and provide real solutions to the crime problem. Some of these solutions will not be popular but as public servants we must make tough decisions in order to keep our schools safe.

In a recent article, the President of the American Federation of Teachers, Al Shanker, discussed the problem of school violence and the deterioration of our public schools. In this article he concluded, "we need to help violent kids, but letting them rule the school isn't helping them, and it's destroying the kids who want to help themselves." This statement may prove controversial yet it is a direct result of frustration many in the education community feel toward this issue.

This committee has struggled to address the issue of school violence in our deliberations on Goals 2000 and ESEA. The Miller Gun amendment requiring an automatic suspension for any child bringing a gun into a school made a lot of sense to many of us who have seen the students in their community show up far too often on police reports and far too little on the honor roll.

Over the years, I have worked on this issue as a State legislator by passing a bill in the Texas legislature which increased penalties for assaulting a school employee.

There are a number of ways to address this issue by both enacting tougher penalties and providing alternative schools to serve violent children. Our priority should be to create the safest school environment possible so that our students can focus on their academic responsibilities rather than fearing for their safety. Thank you.

Mr. GREEN. Let me first make a couple of comments.

Ms. Nelson, I understand the image out there that a lot of our children go to private schools. I don't know where St. Alban's is at. I am proud my two children went to public school. One of them is your age. He graduated this year from public school.

The public schools in what didn't used to be inner-city Houston, but is now, when I grew up was a tri-ethnic school. My wife also teaches at that school. She has taught there since 1969, so she has seen that transition over the years from a suburban or rural school to an inner-city or urban school.

But a lot of us spend a lot of time—I know the Chairman spends time in his district in schools, and a lot of us do spend time in schools, just like I do—not just the ones where my kids happen to go, but in a lot of schools, and we try to have that touch.

I have to admit I don't know about Eastern, I spend so much time going home to be in my district, but I would hope a lot of members do that, and if they don't, they need to be invited by administrators and teachers and parents to come to their schools, whether they are on this committee or not.

The other thing—and I see the frustration from the administration about a student graduating from Eastern who may not be college bound, but they graduate and they are looking for that job, like you said. And I have that same frustration. And we had the reemployment and the bills we are going to work on from the Department of Labor to try and have that School-to-Work transition that we passed, because we recognize that in Congress we can pass so much legislation—and we are going to continue to do it, but the administrators and the businesses and the people in the community are the ones who are really going to make it work.

My frustration is having a student who is a C student graduate from high school, and they may or may not have either the financial resources or the wherewithal or the desire to go to college, yet they are looking for someplace to work; and they end up at a fast food franchise for minimum wage, with that dead end. So we try and make sure that doesn't happen.

My own frustration is with the talent search programs, and the Department of Labor, but there is not enough money to go around. In Houston, we have lost some recently that I have been frustrated about.

The new term I haven't heard was "crews," because in Houston we have a problem with gangs, and I have been talking about it for years—again, having been raised in the inner city, and we never called ourselves a gang in my neighborhood, but we hung together just like Ms. Nelson's friends do; and we were an extension of our family, and we took care of each other.

With what little bit of studying I remember doing in high school, we studied together. But we also took care of each other. In other words, if somebody was threatened or felt threatened, they had their friends. We didn't go out and do damage or injury or steal cars or paint walls, but I guess in the worst case, we were a gang, but we weren't. We were that extension of the family, just like a lot of folks. My family had a business and they had to work until late at night, like Ms. Nelson's mother.

And that happens today, particularly with two-family incomes. So I am glad that is a positive influence.

I think we need, both in Congress and the administration needs to recognize that and try to encourage the term "crews" as a positive one instead of "gangs."

Mr. Goodling is still here. I couldn't pass up Mr. Goodling commenting on the dress code for teachers. One of my frustrations is not the lack of respect for teachers from students. It is sometimes engendered by the lack of respect by, not the community, but by administrators. I have many examples of how students have more rights than teachers on the campuses, and that is reflected by the supervisory personnel. I have yet to see a teacher in cutoffs or a tank top, except maybe in PE. But I think every teacher I have ever seen is dressed to earn that part. I guess that French writer said, you have to dress the part, and I think most teachers do that.

But it takes much more than coming to school dressed appropriately—that helps—to earn that respect. I think if we had some more respect engendered from administrators, we might see that reflected by the students.

I see lots of respect coming from the community, from parents that respect the educators, whether they be teachers or administrators. But I think—I wish, if we had a dress code nationwide that that would solve our problems. I don't see it in my district. I don't know about in Pennsylvania. I couldn't let that pass.

Let me ask one question—because we have a vote, and we have other members—and I had the same example. We had lots of guns come in on campuses. Although you are right, the small number of students, the 5 percent of the students that may be the discipline problems are the ones who bring those.

I was in a school where right after a student came on campus—that student was expelled with their friends, earlier suspended, but they came back on campus and attacked a student who was currently on that campus in the Houston School District. I talked with the principal, with the students about what we can do outside of closing that campus, and they did. When I went over there after that happened, you had to get someone to come open the gate to get into that parking lot, because of that incident.

And it wasn't by a student bringing it on, it was an ex-student coming back on the campus to settle a grievance or dispute or what have you.

And I know, Mr. Neal, you talked about more weapons searches and more things that we can do. I know that is a budget problem in most of the schools, that we would like to have, you know, the screening and the weapons searches. But it seems like we are limited because of just the money on that.

But is any school district that you know of able to use devices like a restraining order, for example? This young man that came back on the campus, he was with two other ones, some of them were over 17, which in Texas makes them an adult for a criminal violation, but two of them are 16 years old.

Are restraining orders being used for expelled students to keep them away, outside of just the trespass laws that we have?

And, also, I appreciate the alternatives that we need. In Texas, we have alternative schools, and we are just getting to the point where that year's suspension needs to be there for someone who brings a gun on campus. But again, if we send that student out into the community without some alternative, we are doing that community and that student a disservice. But they don't need to be in the general population. I think we all agree with that.

But are there other things we can do outside of the expulsions and metal detectors and things like that.

Mr. NEAL. Those students that have been expelled—we don't have an expulsion policy in DC—those who have been suspended know they are not to be on school grounds for any reasons whatsoever unless they are under supervision of a parent and have the permission of the principal. If not, that is a trespassing law and we can refer that to the Metropolitan Police Department.

Chairman KILDEE. We have a vote on the floor. Unless there is objection—I think Mr. Goodling has one final comment—we will go over for that vote; and dismiss this panel then, because we have another panel, and come back.

Mr. Goodling had a statement.

Mr. GOODLING. I just wanted to say to Mr. Neal, I hope that DC has thanked Senator Kassebaum and Senator Jeffords, because they put in a $1 million sole source grant for DC schools in the Safe Schools provisions in Goals 2000. I shouldn't say that with all these other school districts represented around here.

Ms. CALVIN. That is correct. I am listening.

Mr. GOODLING. But that is what happened. And that money is already appropriated. So I hope you are making good use of these funds.

Mr. NEAL. We thank you very much, and we are adding additional security aides and additional training programs and many things to beef up the security in the DC public schools. We thank you very much.

Chairman KILDEE. I want to thank the panel. The bell has rung for a vote in the House. It is a good time to thank you. When we come back we will pick up the second panel.

You have been very, very helpful. Each and every one of you has been very, very helpful, to give us more insight on this. I think we will be in contact with you individually in the future. Thank you very much. We will recess for about 10 minutes.

[Recess.]

Chairman KILDEE. I appreciate the patience of our second panel. Our second panel will assist of Dr. R. Olomenji O'Connor, Development Manager, Stateway Gardens, Chicago Housing Authority, Chicago, Illinois; Mr. Kevin P. Dwyer, Assistant Executive Director, National Association of School Psychologists, Silver Spring, Maryland; and Dr. Duane Raber, Security and Attendance Officer, York City School District, York, Pennsylvania. If they will please come forward.

STATEMENTS OF KEVIN P. DWYER, M.A.N.C.S.P., ASSISTANT EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF SCHOOL PSYCHOLOGISTS, SILVER SPRING, MARYLAND; DUANE RABER, SECURITY AND ATTENDANCE OFFICER, YORK CITY SCHOOL DISTRICT, YORK, PENNSYLVANIA; AND R. OLOMENJI O'CONNOR, DEVELOPMENT MANAGER, STATEWAY GARDENS, CHICAGO HOUSING AUTHORITY, CHICAGO, ILLINOIS

Chairman KILDEE. Mr. Dwyer.

Mr. DWYER. Thank you, Mr. Chairman. It is a privilege to be here and to represent the 17,000 school psychologists that are in our association. There are about 24,000 school psychologists in the whole country. That is about 1.2 for every school district.

I wanted to make a couple of comments about the first panel. I think that the point that Dr. Calvin made about time running out is a critical point. It is a really critical point. Time is running out. I really do feel that we need to look at the issues of violence as a battle, and as one that certainly needs more resources than we presently give it.

Marian Wright Edelman has made it, her statement when she was talking about gun control, that we have a social and spiritual disintegration in American society. And it is epidemic.

More children die from guns in the United States of America than all diseases—all diseases; and we spend 0.5 percent of the NIH research budget dealing with the issues of violence—a $10 billion research budget, and only 0.5 percent on any of those issues. So I think we need to look at our priorities and look at them carefully.

I think that the Congress has begun to attack hopelessness in our society through Goals 2000, through family leave, through family preservation, through the Improving America's School Act, Title IX, of course, and also the resolution to increase the budget. And I certainly appreciate that, and all of us do in the community.

I think that the crime bill's prevention components are valuable. They are not enough. I hope that Congress can pass a health bill which will address children and family needs for preventive care. And I hope we can really do a good job on welfare reform, because I think all these things together will represent an attack on this problem.

My personal experience, I have been a school psychologist for 31 years. I just retired in January and got this new position. And I have worked directly with kids, rather than—sometimes people think what school psychologists do—a lot of the times, in many places in the country, they are spending most of their time doing assessments for special education children. But in the last few years I have worked directly with children in two schools. During that time one of my students shot another one with a sawed-off shotgun. Another shot himself. I have had to try to buy guns from students in school. Not that they had them in school, but I knew they had them and they were going to kill themselves or others.

I had an eighth grader report that his father took him to a store to buy his first handgun illegally. This happened in group therapy, he mentioned this. My interventions, of course, were those that would be expected. I informed the authorities, I informed the parents, I wrote letters to people, I got other agencies involved as much as I could, but the needs of these students have never been met. And many of these students are now in jail.

One out of four of the teenage girls that I counseled have been sexually molested. One attempt occurred in school. At least 30 threats of suicide were known to me among 1,200 students in one school in one year. In the 1992–1993 school year, I had to have three students taken to the hospital by the police because they threatened either to kill themselves or to kill someone else.

When Ms. Nelson was talking about issues of violence and what maybe is the cause of it, I think that depression is an issue with some of our acting-out kids. I think that is one of the things that is totally overlooked a lot of times in our intervention programs.

The African proverb has been stated, but I think sometimes we must also say, we must admit that it sometimes also takes a whole community to not serve children and to not assist children. I get a little laughter over here to the side. I think that is an issue we have to face.

I will say this. The proverb needs to be changed a little bit. I always like to make things a little more direct. It takes 20 years' of sustained effort from the whole community to raise a responsible child; it doesn't just take a couple of weeks or one demonstration project.

Piecemeal programs don't work. We have a lot of them out there. We have a lot of demonstration programs. We have a lot of curricula. We have lots and lots of small programs, little programs here and there. They are good for what they do, but they do not attack this problem the way it should be attacked.

Special education programs haven't worked for these children. Fifty percent of the children diagnosed as seriously emotionally disturbed in the United States drop out of school, and more than 50 percent of those students within five years are arrested. More than 50 percent are arrested within five years of leaving school.

When we look at what kind of services they get, they get the kind of services that some of the people on the panel were talking about in terms of dead-end alternative services. They get put into programs where they are housed and kept out of people's way, rather than getting the services they need.

The research shows that only 15 percent of those children identified as emotionally disturbed receive any form of psychological counseling. It is like not giving speech therapy to children who have speech problems. It doesn't make sense, yet that is what is happening in this country today. It is a national disgrace.

Any effective program must be multidimensional, theory based, tested, and known to change behavior positively. It must improve skills, including academic skills. Successful programs involve whole systems. They require a community investment. They require parental involvement.

And when we talked about the programs even before, if the parents are involved in the program, the programs are more successful, period. There is no doubt about it. The research shows that very clearly. The effort must be sustained over time, over decades, and each plan must be individualized within local community culture. In other words, as has been raised here again, it can't be that we direct a program from the national level.

But what we should do is make certain that people in the community are involved and that the program is designed with those people and for their own basic needs. The program must also be monitored and evaluated. Most of the programs that—even the programs that are in my testimony and many other programs, and all of the programs that are in the document put out by the Centers for Disease Control, and most of the programs that are put in the document about the impact of community violence on African-American children and families are not evaluated. We don't know if they work.

There are very few programs that have used a technique to see whether or not the program works, in other words, use measurable outcomes. I know "outcomes" is a bad word, but anyway, use measurable results.

We do know what works, and that is important. I think that it isn't that we need to reinvent something. We know it works. We know that leadership, like the principal that was here, works. A principal who takes responsibility for the kind of leadership and management style that supports excellence, that acknowledges problems, and that measures and records results, and also reports violence, is going to be a principal who is going to reduce violence.

School size, I am just going to say, smaller is safer; there is no doubt about it. The larger the school, the more easily people to get into difficulties; and the research also shows that. Extracurricular activities per 100 students is always higher in smaller schools than larger schools.

School staff. Teachers. Teachers are very important, teachers are vital, but teachers must be supported. They cannot do the job alone. So teachers who are provided the training and support to demonstrate the attributes necessary to reduce violence do have that success. They need it to be teachers who have drive for excellence; they need to have the ability to communicate a positive attitude towards children and their families, they need to be consistent, they need to understand classroom behavior management techniques, they need to individualize instruction, they need to have an effective, culturally sensitive way of communicating with children, they need the ability to use school-based community resources and problem solving.

In other words, as has been stated here this morning, it is not just in school services. It is also linking with community-based services, something we miserably deal with, by the way. They have to have the ability, again, to acknowledge problems, to measure and record, and to report progress in learning and also behavior.

Schools need support. We heard a lot about social workers, psychologists, counselors. We have people on this panel, I mean, people sitting up there; I am sort of speaking to the choir in a lot of ways, because you recognize those needs. You recognize them in your reauthorization of the ESEA. But we need to make certain that those services are available to teachers, because if they are not available, we will not succeed.

We need teams to make sure, these things have been researched and demonstrated to be effective, we need to be certain we have a team of people working together and continuing to monitor whether the job is being done. We can't just have one meeting, and then say everything is fine, and we are off. It has to be done on a consistent basis.

Chairman KILDEE. Mr. Dwyer, we have a vote on the final passage of the intelligence bill. That should leave us uninterrupted for a while. It will take a while for the next vote to come up. So if you will excuse us, we will be right back and resume your testimony.

Mr. DWYER. Thank you.

[Recess.]

Chairman KILDEE. Before we start again, Mr. Dwyer, the book put out by your association is really an excellent piece of work. I may be sending it out to some schools who ask for a how-to on some of these things. You have done a very good job.

Mr. DWYER. Thank you, Mr. Chairman. It came out of the printer on the 18th, so I had to do some real manipulating to get it here. We will have some more copies for the committee. I am sorry I have so few to hand out.

This is a research journal, but what we have here is researched curricula, researched programs, and step-by-step how-tos that schools can use to be effective—again, if the resources are there.

Chairman KILDEE. It would be helpful for a school district. It was certainly helpful for this committee.

Mr. DWYER. Thank you. I am going to kind of move along because I know time is an issue.

The programs that do work are programs that, for example, alternative programs that work, even in the State of Indiana, when I looked—I looked at 180 programs in the State of Indiana, and the programs that work there are—the 20 percent of alternative programs and Saturday school programs and prevention programs are programs that have a psychological component to them.

The other programs, we don't know if they work because we don't have measurable outcomes to see if they do, but as Dr. Calvin said before, you need to have a service program that is going to not only deal with the issue of violence, but also deal with what is behind the violence with those young people and how to change that so they don't continue that kind of behavior. It is not an easy job. But those programs are much more successful than those that do not have services.

I think the other thing is in terms of the curriculum, there are curricula that have been proven, and they, again, that alone cannot solve the problem; they must be integrated into a school-wide program. The program that not only deals with an effective curriculum to help youngsters learn how to deal with anger control, for example, and deal with impulsivity.

Children today—not in school, but certainly on television—are taught to be impulsive. They are taught in—sometimes in their homes and sometimes in the community and certainly by television to respond to everything that comes along quickly and to respond without thinking.

We need in our schools to teach children to think about their behaviors, to think before they act. And those kinds of curricula are the most effective curricula. We know that. Integrated into a program where the bus drivers know about it, where the cafeteria workers know about it, where every single person and parent that is in that school is aware that this is the program that is going on to help their kids be successful learners. That kind of program works.

What doesn't work is to just have a curriculum here, fifth grade curriculum on social skills that you don't do in sixth grade, but just leave it for one year; or to pull kids out of a program and just give them the curriculum. That doesn't work either.

For kids who have more serious problems we need to use more serious interventions. We call these interventions primary for all kids, secondary for kids who have seriously amiss, and tertiary—I am sorry they use all these terms—but for youngsters that have already demonstrated serious violence and are already in alternative programs.

In those cases, the cases we are talking about, particularly with the tertiary ones, we are talking about kids known as being problems at school but also as problems in the community. They are known to three or four different agencies in the community; and as Ms. Woolsey has clearly stated over and over again, we must make certain that those agencies are working together.

We have some kids getting therapy from three different agencies for a problem and nobody is really working on the fact that they are still going home and punching out people in their own family. So, I mean, we need to make certain that the programs, that interagency programs are effective, and that they are truly interactional, the people are getting together and talking about the kids' needs, and not getting bogged down in bureaucratic stuff—I won't say the word that I am thinking of—and making certain the services the kids are getting are effective.

The problem is, we don't need 14 more model programs or demonstration projects. We know what works. The question is, how do we make certain that those programs are in the 16,000 school systems in the United States and are effectively being implemented in those school systems? That is the bottom line here. That is what we really need to see happen.

I want to talk about one specific program that is a program in Polk and Hillsborough Counties, Florida, and also Montgomery, Alabama. It is called Project Achieve. This is a program funded by special education money and State money from the State of Florida and some Chapter 1 money. It is not actually in the data, but I know they are getting money from Chapter 1. This is a program that started as a school-wide Chapter 1 program.

What this program has is, it fits all those criteria I talked about. It is research based, it has multiple components, it has significant parent involvement and parent education, it is a systemic program and integrated into the total school, including everybody. It has measured results, it is designed to provide primary, secondary prevention, and for those youngsters who have severe difficulties, tertiary prevention. It is a program that makes sure that students are maximally instructed.

You know, good instruction in reading, for example, is a violence preventer. We have talked about it. It does prevent violence. We can—there are studies that show that good instruction in reading in the primary grades can reduce the number of reading problems significantly, and you can have 92 to 94 percent of the kids reading at an appropriate level if the programs are correct, and that is something we need to do to make sure.

And then we need to also make sure that programs are measured, as I said. That is a critical element to this.

The other things that this program has, it has the administrator support, it has the interagency involvement. The welfare department is involved; other parts of the community are involved in the program. And it also has the health department involved in the program.

And it shows that it can be effective. The results are phenomenal. If you look—and I will just read some of the things to you: 86 percent decrease in fighting, 72 percent decrease in disruptive behavior, suspension rate decreased from 13 percent of the student population to 3 percent, referrals to special education decreased 71 percent, placement in special education decreased 91 percent, grade retention decreased from 61 students a year to one student in two years.

This is the kind of program that works. And it is an elementary and middle school program. It has all the components to it—it is effective, it has the team and the school, it has the pupil services, it has the interagency involvement, it has the parent involvement—the critical elements that make a program work.

It is now also in Montgomery, Alabama. And it has been used as a model in many other States in the United States, other programs.

The violence prevention and the urban setting program, Milwaukee Public Schools has done an excellent job in trying to deal with this issue. They have used some of the curricula that is mentioned in the book, which deals with self-instruction, perspective taking, cues to anger. Many of these kids don't know when they see somebody come up to them, they don't know if that other person is angry or confrontational or not. They don't have—if you wish, they haven't even learned to look at people to see whether or not they have a friendly face. They always are externalizing that this is going to be a confrontational battle. So, literally, teaching them to be able to observe those things is critical.

So there is a lot that can be done. And basically we have a whole list of programs in here that are successful. The question is whether or not we will disseminate these programs effectively. The question is whether or not we at the Federal level will take the leadership to model and make certain that every single bureaucratic block to interagency agreements and interagency funding and interagency services is removed.

By the way, there was an excellent program called Safe in Michigan. It was cut out of the budget this year. Cut out. Excellent program. It will be a program that will be presented at the National Education Goals Panel Conference on Violence in October. I don't know how they are going to present it when it has been cut. But that is something that needs to be looked at.

Houston, Texas, has Scott Poland, who is one of the authors in this book from Houston, Texas, has developed some programs there. We have—I mean, there are programs in every State—California, certainly, Ventura County, has done some excellent work in this area; and Michael Furlong at the University is an excellent person to be in touch with for effective programs in this area.

There are primary prevention programs in New York. There are programs in New Jersey that deal with, again, early education and early preparation and learning to deal with impulses and emotions, which—Rutgers University—which are also good programs. But they are programs not universal through the whole school, with everybody involved, with all teachers involved and all teachers being instructed, and having the background and support of the pupil services team.

So we know what to do. The question is, are we going to do it. That is the bottom line.

Chairman KILDEE. Thank you very much, Mr. Dwyer.

[The prepared statement of Mr. Dwyer follows:]

National Association of School Psychologists

Testimony on
Preventing School Violence
and Effective Methods for Improving School Safety

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to the
Subcommittee on Elementary, Secondary and Vocational Education
United States House of Representatives

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Mr. Chairman and members of the Subcommittee, the National Association of School Psychologists, representing over 17,000 school psychologists and related professionals, appreciates the opportunity to address you today on the issues of school safety and the epidemic of violence in schools.

Marian Wright Edelman, in her testimony in March of this year before the U.S. Senate stated that 50,000 children have been killed by guns between 1979 and 1991, and that 5,356 died in 1991 alone (America's Epidemic of Gun Violence, Senate Subcommittee on the Constitution, March 23, 1994). The Center for Disease Control estimates that there are five children wounded for every fatality which would mean 26,000 for 1991. The number of children exposed to lethal violence is probably tenfold. The National Crime Survey (Department of Justice, 1993) reported that 3 million crimes occur on or near schools every year. 21% of middle and high school students fear being attacked in school (Valle, 1992). Dr. Scott Poland, in his article in the School Psychology Review (July, 1994), has stated that there is research evidence that every child who does not receive some effective intervention after experiencing such a tragedy will have post-traumatic stress. Dr. Poland doesn't say that some will be traumatized, he says all will experience anxiety, flashbacks and other negative emotional symptoms. Fear reduces concentration and blocks learning.

The National School Safety Center reported that school gun incidents have occurred in nearly every state. Data provided in the 1987 National Adolescent Student Health Survey reported that 270,000 students carried a handgun to school at least once. The Centers for Disease Control reported that one in twenty youth carried a gun, in the community, at least once in the past month. Among teenagers, non-firearm homicide rates have remained constant whereas the firearm homicide rate has increased 150%.

Dr. Arnold P. Goldstein, PhD, of the Syracuse University's Center for Research on Aggression, testified before this Committee in 1992 indicating that school violence is but a reflection of societal violence and that there is increased social indifference to these patterns. Between 1953 and 1986 violent crime rose 600%. Although physical, sexual and psychological abuse statistics are less accurate for past decades, child abuse and domestic violence appears to have followed a similar pattern. Researchers believe there is a direct link between youth violence and the exposure to domestic violence and abuse (APA, 1993).

Too frequently the victims of violence are children of color. Dr. Hope Hill of Howard University has strongly recommended that interventions be culturally positive and help foster a positive identity and resiliency in our youth. She sees violence as a major block in socialization, causing generalized emotional distress, depersonalization, and a diminished future orientation. Many male, African American adolescents in today's cities do not expect to be alive at 25, according to Dr. Hill.

The media has played a less than helpful role in the progress of this epidemic of violence. Commercial, for profit, exploitation of base, thoughtless, impulsivity has been the norm for more than two decades. This exploitation should be seen as irresponsible and unethical, if not illegal. Presently television and other media are, unknowingly, giving children training in and permission to be violent. The media appears to support society's progressive indifference to violence, be it the nightly news or the entertainment and talk shows which dramatize and glorify bizarre behavior, interpersonal and family strife and racial conflict. We must urge and lend our support and leadership to corporate and community leaders who urge the media to teach effective problem solving and alternatives to anti-social behavior and violent reactions to everyday frustrations.

Marian Wright Edelman has frequently stated that today's weak social infrastructure is causing this epidemic. She noted, 14.6 million children and families in poverty, (child poverty once reduced to 12% in the early 1970's is now 20%) increased economic inequality, racial intolerance, pervasive drug and alcohol abuse, popularity of cultural violence, growing proportional numbers of teenage births and divorce, absentee parents, lack of education and jobs. This has led to an epidemic of hopelessness. Marian Wright Edelman calls this epidemic a "social and spiritual disintegration of American society." Education has the responsibility to provide the foundation for the preservation of the values and freedoms America stands for.

I believe that this Congress has begun to attack that hopelessness through Goals 2000, Family Leave and the Family Preservation Act, Improving America's Schools Act, School-to-Work Legislation, and the Crime Bill's prevention components. I hope that the Congress can pass a health care bill that will address children and family needs for preventive care and that Welfare Reform will be soon to follow. Child mental health appropriations also need to be increased substantially. These are good investments.

Violence is a Community Problem

Guns and violence in the streets and domestic violence is far more likely than violence in schools. In fact, in many communities the schools and houses of worship are the safest places for children (Furlong, 1994). But they are only relatively safer. The University of Michigan Institute for Social Research 1992 survey reported that 29% of 8th graders were threatened without a weapon and that 19% were threatened with a weapon during that school year. Another research team report that 75% of students report they were "bullied" one or more times in school (Batsche and Knoff, 1994). Fear can significantly reduce children's attention and learning if they do not feel safe in school or in their communities.

Community neglect and over a decade of visionless underfunding has resulted in problems that will be difficult to solve. As the African proverb states - **It takes a whole village to raise a child** - it is also true that it takes a whole community to destroy a child. Schools have not caused the problem, nor can they solve the problem in isolation. We are all responsible for the hopelessness we have produced and the atmosphere of violence we have permitted to disease our communities. We are all responsible to help end this epidemic which kills more children than all natural causes combined and fills the fields of our communities with emotional casualties.

Teenagers are impulsive and guns make impulsive teenagers killers.

Working in the schools for over three decades I have seen the dramatic deterioration. During the last few years I have worked with teenage students who have been directly involved in violence. One shot his friend with a sawed-off shotgun that they probably used for illegal activity. The friend died instantly. Another shot himself. Information was not adequately shared about his serious but non-symptomatic depression. I have tried to buy guns from students to prevent them from killing themselves or others. I worked with a student who was accused of, although not arrested for, engaging in a gun battle with another youth where 18 shots were fired and, remarkably, no one was shot. They argued over a girl and the argument may have started in school. I had an 8th grader report in group therapy that his father had taken him to a place to illegally buy his first handgun. The complex supports needed for these students were never actualized.

Abuse is common among our youth.

During recent years one in four of the teenage girls I counseled had been sexually molested, some by relatives, one attempt occurred in school. Children are made to sleep in dog kennels when they disobey. Others are permitted to use alcohol and drugs at home. Others have had to rescue their drunken parent from a suicide attempt. In-school group counseling and additional agency supports have helped some of these youths overcome these obstacles, graduate, and move toward healthy interpersonal relationships.

Suicide is an ever increasing cause of death.

At least thirty threats of suicide were known to me among the 1200 students in one school. A suicide attempt with pills or a razor blade is frequently just that, an attempt. I have never known of an "attempt" with a gun. It is then a suicide. In 1992-3 I had to have three students taken to the hospital by the police because they reported lethal threats to their parents or themselves. It required a team effort of the school psychologist, nurse, the police and the local crisis center to secure a service plan for each of these youths.

Outside threats to at-risk youth.

In another school I worked in, an adult believed to be a pedophile was giving rides to a group of 8th grade students. These students were clearly "at-risk" for school failure. The suspected pedophile was being watched by the police. In this case a community intervention was generated. A group effort was mobilized coordinating community agencies including the police to deal with this problem. A full year of effort by a few dedicated professionals and parents was successful in curbing the influence of the potential pedophile but many of the youth remain on the margin. One year of a non-funded volunteer intervention was not enough. All of this in three years, in a high school and middle school, and in one of the more affluent suburbs of Washington DC where the population is predominantly white and from two-parent families.

It takes twenty years of sustained effort from the whole community to raise a responsible child.

Piecemeal programs and projects do not work.

Piecemeal, patchwork programs and projects will not succeed. Head Start has worked and shown measurable long-term positive results. However, like many partial solutions Head Start graduates have killed their peers from the same programs. The effective collaborative, family centered, developmentally appropriate programs did not continue into elementary and middle school. The real decrease in supports, the fragmented services and the negative factors outweighed the schools efforts. Some schools begin to see the angry, frustrated child as bad, incorrigible or disturbed. The hopelessness begins. Some begin to believe that the family doesn't care or that it is dysfunctional. Paper programs and burdened bureaucrats all too frequently push these children out of school sending them from agency to agency or to special education. Not having good answers they put these children and their families through the ringer of identifying the problem, labeling the family and giving them a droplet of service when they need a bucket of help. Special education has also shortchanged these children and their families.

Special education programs for this population of children frequently fail to live up to our expectations. Students called behaviorally or emotionally disturbed find themselves being warehoused in programs which do not address their needs. The result is a drop-out rate above 50% and an arrest rate of greater than 50% within five years of exiting school (USDOE, 1992). The data show that fewer than 15% of these children, identified as emotionally disabled received any form of psychological counseling as part of their program and that those who did fared better both in graduation rate and in avoiding arrest. We know what works for these youth but we have been consistently denying these services to these children. It is a national disgrace and a costly failure.

What Works

Any effective intervention must be multi-dimensional, theory based, tested and known to change positively behavior and improve skills, including academic skills. Successful programs involve whole systems and require community investment and parent involvement. Interagency coordination is critical. The effort must be sustained over decades and each plan must be individualized to the local community culture. Programs must be monitored and evaluated. "Feel good" results where participants say the program made them more sensitive are not enough. There must be a measurable decrease in the numbers of violent acts and an increase in the academic success of the students.

School Variables known to Reduce Violence

Leadership: The school-based administrator who provides a firm fair consistent leadership style can reduce violence. An administrator who governs, who uses a consistent management style, who supports excellence, who acknowledges problems and who measures, records and reports results is a violence preventer.

School Size: Smaller is Safer. Large, crowded schools are more likely to be impersonal, non-participating environments. In small schools teachers know students and the students know each other. There is greater participation in extracurricular activities (per 100 students) in small high schools. There is also a greater chance that "outsiders" will be recognized as such.

School Staff: Teachers and school staff who are provided the training and support to demonstrate the following attributes have been shown to help reduce school violence: a drive for excellence in their expectations for all students. Ability to communicate a positive attitude toward learning and toward children and their families. Able to use consistent classroom/school behavior management techniques, individualized instruction and effective, culturally sensitive, communication. Ability to seek and use school-based and community resources in problem solving. Ability to understand, involve, share and communicate with parents, and engage parents in their child's learning. Knowledge of and participation in developing students rights and responsibilities handbook. Knowledge of and ability to support social skill development, self esteem building, conflict resolution and prevention techniques and procedures. Ability to take responsibility in a crisis as a team member in a school wide crisis plan. Ability to acknowledge problems and to measure, record and report student progress in learning and behavior.

School Supports: Students who are aggressive frequently have other significant problems including academic problems and poor interpersonal skills. They fail classes and are often retained. They are frequently exposed to harsh punishment and or extremely inconsistent discipline at home. They tend to project blame and lack trust in adults. They perceive hostile motives to benign intentions. They tend to see aggression as having a positive outcome and see others as more aggressive than they are (Larson, 1994). Schools adequately staffed with pupil services teams of school psychologists, counselors, nurses and social workers are able to work cooperatively with school staff, families and agencies to address the complex needs of students with aggressive tendencies.

Successful school programs take these factors into consideration and provide the resources to assist these children in being successful in school. This requires a recognition of the complex of problems and the need to design and implement a measurable plan to rectify these problems. Services are best started early, even preschool. Programs which provide developmentally appropriate intellectual stimulation, that also deal with social and emotional needs and teach effective ways to make choices and decisions are effective. They are most effective when they go beyond school and are transferred into the home and the community. Here is a place where the media could help by presenting models of what is being taught in school and at home.

School-wide problem solving teams: Schools which have effective problem solving and assistance teams are best able to provide the support and guidance that teachers and parents need to assure a positive school-community environment. Programs cannot just focus on violence and discipline. They must be designed to assure the social-emotional well-being of all children. Developing and maintaining a positive school atmosphere and preparing children and adolescents to use non-violent means to problem solve must be a school goal. Today schools must take the responsibility, in cooperation with families and the community, for teaching children social competence skills. This is a process that requires instruction and practice in school and at home. It can become the first line of long term prevention when it is initiated in the primary grades and reinforced at those times of transition when children move through school into adolescence and adulthood.

Prevention Plans: Primary Prevention is imperative if we are ever to break the cycle which is presently destroying too many lives within our communities. However there is research that shows that we cannot reach all of the impulsive, angry, disenfranchised children with these supports. **Secondary Prevention** is designed to help the so called "high-risk" children who appear to have a high chance of becoming aggressive. They need more specific, comprehensive and intensive services to reduce the chances of their becoming violent. These children need programs that will change the factors which are pushing them toward violence. Families can be assisted in learning more effective home and behavior management skills. Such programs have been shown to be effective in changing patterns of past failures. Youthful offenders who go untreated are highly likely to re-offend when compared to youth who are treated comprehensively, with academic support, psychological and family counseling support and activity/peer support.

Alternatives to Expulsion: Alternative Schools and other programs designed to reduce expulsions and court referrals are a national trend which may have long-term positive results if properly research-based. In looking at the state of Indiana's extensive system of programs for disruptive students (Resource Guide of Programs for Disruptive Students, 1992) it was evident that the state was placing considerable effort toward providing **Tertiary Prevention** - to prevent aggressive students from becoming more aggressive and to reverse the trend. The report lists over 180 programs across the state, in each county. The programs are quite varied but include alternative schools which provide instruction and teacher and para-professional support, in-school suspension and Saturday school programs. 20%, of the programs reported providing other services such as counseling, psychological or social work services, interagency collaboration or parental support or involvement. Research would suggest that these programs would have the most positive results, but none of the programs presented evaluation data.

The American Psychological Association's Commission on Violence and Youth reported that for youth who are already demonstrating aggressive and violent behavior a comprehensive treatment program is critical. It, they state, must involve school, parents, teachers, peers, and community, and it must focus upon supporting the youth in the family structure. When a comprehensive plan is carried out behavior can be improved.

Funding: Demonstration projects are funded and evaluated by a variety of agencies. The present administration has begun an effort to carry out interagency agreements in sharing information and funds to carry out such projects. For example, Thomas Hehir of the Department of Education's Office of Special Education Programs is working with Gary DeCarolis of Child and Adolescent & Family Branch of Mental Health in Public Health and Douglas Dodge in the Justice Department's Office of Juvenile Justice to pool funds for those for whom we have failed to remediate and help.

Yet there are some striking weaknesses in these needed interagency links between good ideas and application, between research, demonstrations and general practices. We must make every effort to support interagency planning and funding to increase efficiency and improve practices. The federal government and Congress need to model this system for the states to copy. We should not place any unnecessary impediments to such funding provided the services are reaching the right people and their rights to services are protected.

Some weaknesses remain. Violence is not seen as a health issue or an education issue when it comes to research. It is shocking to realize that violence is the primary cause of death for the general adolescent population when compared to all natural causes, yet the National Institutes of Health spends only .5% of its 10 billion dollar research budget on violence related research.

How should public policy be framed to deal with school violence:

1. Recognize that the problem is not just an education issue but a community issue as well. Acknowledge education's responsibility to teach effective problem solving and alternatives to violence. Schools must also maintain safe inviting environments for social and academic learning.

2. Support policies that encourage interagency coordination and cooperation in all aspects of service and funding. Provide technical assistance to the states to break down the bureaucratic barriers which prevent coordination.

3. Develop national strategic plans for legislation which place a greater emphasis upon system-wide intervention models rather than piece-meal projects with short lives and limited scope. These plans will require greater communication between Congressional Committees and increased coordination between health, human services and education initiatives.

4. Support prevention at all levels. Early intervention programs and programs that address domestic violence through parent education and support will change the cycle of violence. Primary prevention, teaching children to control their impulses and use effective problem solving will change the next generation. Secondary prevention programs directed at those who have begun to show aggressive trends will reduce those trends. Tertiary prevention will control those who are already seriously involved in violence to prevent them from increasing their violence and improve their chances of avoiding violence in the future. Doing one without the other would require the "writing off" some segment of the youth population.

5. Use resources. Effective programs will require long-term commitments and evaluation. Quick, cheap, simple solutions will not work. If such solutions were possible they would be in every school and we would have no problems. Uniforms, peer mediation, social skill training and even metal detectors and alternative programs have, when implemented in isolation, all shown less than consistent results. Solutions require

comprehensive, long-term commitments on the part of all stakeholders and they must involve families and build protective support systems. Interventions must be evaluated. Goals 2000 implies that the nation will evaluate the progress made on "safe schools." It is important that we evaluate each intervention and determine if it has lasting and general impacts upon safety, responsibility and social competence. Effectiveness requires genuine evaluation.

6. Require the involvement of parents and the whole community in planning. "Tough problems demand smart solutions." says Ronald D. Stephens (1994). Those solutions must be developed by broad based comprehensive planning teams that have clout - include the leadership of the schools, police, juvenile justice, parents, students, and persons who work directly with students. The culture, values, and beliefs of the community must be addressed and utilized in the solutions. Parents and students must be involved in any community rulemaking and codes of conduct. Parents are best represented when they are a majority of the planning team. Schools and professionals are best represented when there are top managers and actual practitioners, like teachers and school psychologists, are involved in the planning.

7. Support the implementation of programs that work. We know what works. We must move beyond the "demonstration" stage to the generalized stage of implementation. Here is where clear leadership is required to provide the supportive training and technical assistance to states and localities to develop lasting effective programs that serve most students in need and break the cycle of violence. We need to use the researched examples of effective programs and modify them to fit community needs determined by those communities. We need to make sure that people continue to evaluate their programs and, build on what is successful and fix what doesn't work.

8. Discourage the tolerance for violence in all social interaction, and in institutions such as the media. Discourage inter-racial strife and bigotry. Encourage cooperative solutions. Abolish corporal punishment in the schools and child care facilities. Encourage and support programs that will produce a positive school and community environment, programs that encourage hope.

Examples of effective programs

Examples of effective programs have been gathered by the National Association of School Psychologists. Each program is identified by name and location. The programs are then described by:

- personnel involved - identified by title
- the target population served - grade levels and at-risk variables
- funding sources - local, state, federal
- program description
- evaluation data/ description*
- project contact person

(* Some do not have the hard data we would prefer but we required that all have some evaluation component.)

A model of models is Project Achieve in Hillsborough County Florida designed in conjunction with the University of South Florida. This program is research based, has multiple components, has significant parent involvement, is systemic and integrated into the total school, including building services and bus drivers. It has measured results. It is designed to provide primary and secondary prevention and comprehensive services for youth with difficult problems. The program makes sure that students are maximally instructed within an inclusive school community. There is an effective problem solving team and the teaching staff are supported with adequate pupil services to provide direct services and consultation. There is administrative support and adequate time and resources are made available to assist teachers, other staff and parents. The fact that it is in 18 schools shows that it can be replicated in a variety of communities. The program works and it is not expensive. The researchers estimate that it costs about $38 per child. There is some evidence that it saves money by reducing the number of retentions and referrals to special education. More importantly it saves precious lives and learning potential.

Appendix I:

Effective programs

Project ACHIEVE

SCHOOL/DISTRICT:
Over 18 schools in Polk and Hillsborough County Schools, Florida and Montgomery, Alabama

PERSONNEL INVOLVED:
Regular and Special Education Teachers, Paraprofessionals, School Psychologists, School Counselors, Administrators, Parent Representatives, and Community Agencies.

TARGET POPULATION:
Academically and socially at-risk and underachieving students.

FUNDING SOURCE:
External grant support from the US Department of Education's Office of Special Education Programs and the Florida Department of Education's Office of Interagency and Related Services.

PROGRAM DESCRIPTION:
This model project integrates, in an innovative way, school-home-and-community resources in a unified approach that addresses the behavioral and social needs of at-risk students, their families, and the teachers (and other educational staff) who interact with them. It is a building-wide in-service training and implementation process that encourages collaboration, consistency, and multidisciplinary sensitivity and understanding.

Project ACHIEVE has six primary goals:
1. Enhance problem-solving skills of teachers.
2. Improve classroom management skills of teachers and classroom behavior of at-risk students.
3. Improve school's comprehensive services so that students with below-average academic performance can be served, as much as possible, in the regular classroom setting.
4. Increase the academic and social progress of students through enhanced parent involvement.
5. Validate Project ACHIEVE and develop a demonstration training site in its expansion.
6. Create a school climate in which every teacher and staff member believes that everyone is responsible for every student in the building.

These goals are addressed by seven interdependent program components:
1. The Strategic Planning and Organizational Analysis and Development Component.
2. The Referral Question Consultation Process (RQC) Component.
3. The Effective /Classroom Teacher/Staff Development Component.
4. The Social Skills, Drug-Refusal, and Behavioral Interventions Component.
5. The Instructional Consultation and Curriculum-Based Assessment Component.
6. The Parent Training, tutoring, and Support Component.
7. The Research and Accountability Component.

EDUCATIONAL OUTCOMES/EVALUATION:
Specific results from one school in Florida:

- Discipline referrals for disobedient behavior decreased by 86%, fighting by 72%, and disruptive behavior by 88%.
- Suspension rate decreased from 13% of the student population to 3%.
- Referrals to special education testing decreased 71% while consultations for implementation of effective academic and behavior interventions increased.
- Placements in special education classroom decreased by 91%, and assessment process became more cost- and time-efficient.
- Grade retention of students decreased an average of 61 students per year, during two years before Project ACHIEVE to 1 during two years after Project ACHIEVE.

There have been similar results at the other schools.

CONTRIBUTOR:
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Solving Conflict: A Building-Wide Solution

SCHOOL/DISTRICT:
St. Bernard-Elmwood Place City Schools

PERSONNEL INVOLVED:
All building personnel, including certified and non-certified staff members.

TARGET POPULATION:
Students K - 5, teachers, and building staff.

FUNDING SOURCE:
Local school district

PROGRAM DESCRIPTION:
The program was initiated in response to a needs assessment indicating pro-social skills to be a prioritized goal district-wide at the elementary level. Implementation teams were developed in the two elementary school buildings to tailor the program to individual school needs. Their basis task was to develop a social skills program that totally immersed the school environment in use of the basic problem solving sequence. Initially, school psychology staff members and other members of the implementation team modified training techniques for each classroom teacher. The goal was to use these skills in the school environment wherever conflict situations occurred: on the playground, in the cafeteria, etc. Positive consequences for displaying use of the skills would be provided in the classrooms and from the building principals.

EDUCATIONAL OUTCOMES/EVALUATION:
- Decrease the number of suspensions, detentions, and referrals to the office and increase the pro-social skills of students.
- Pre- and post-test surveys will be included on students identified from historical data who had highest numbers of office referrals to measure changes in their pro-social behaviors.

CONTRIBUTOR:
Hamilton County Office of Education and Ohio School Psychologists Association
Pupil Services and Collaborative Programs in Ohio's Schools
Ohio Pupil Services Organization - 1992

Crisis Team

SCHOOL/DISTRICT:
Whitehall City Schools

PERSONNEL INVOLVED:
School counselor, administrator, school psychologists, teacher, priest, parent, school board member, minister, local counseling agency representative, career center representative, and elementary school representative.

TARGET POPULATION:
Entire school community, students K - 12 and adults as they deal with the death or suicide of a student or school staff member.

FUNDING SOURCE:
School district pays postage and duplicating costs. The program personnel involved are volunteers.

PROGRAM DESCRIPTION:
Orientation at the beginning of the school year for all team members covering procedures, telephone tree, and communication skills to deal with crisis and loss. Staff receives training regarding suicide signs and symptoms.

EDUCATIONAL OUTCOMES/EVALUATION:
- Improved coordination and effectiveness of crisis services.
- All staff will learn signs and symptoms of pupils at risk of suicide.
- Students will be able to recognize symptoms of suicidal students, family members, and friends.
- Grief groups, bereavement groups, speakers, individual and group counseling, and referrals will be made available.
- Students and staff will be able to list resources available, if a potential suicidal individual is know to them.
- Students and staff will know who team members are and how to enlist their help to assist in time for self and others.

CONTRIBUTOR:
Ohio School Counselor Association
Pupil Services and Collaborative Programs in Ohio's Schools
Ohio Pupil Services Organization - 1992

Bully Proofing Your School: A Comprehensive Approach for Elementary Schools

SCHOOL/DISTRICT:
Cherry Creek School District, Englewood, Colorado

PERSONNEL INVOLVED:
Teachers, school psychologist, school counselor, school social worker, parents, bullies, and victims.

TARGET POPULATION:
All students, bullies and their victims

FUNDING SOURCE:
No special funding source mentioned

PROGRAM DESCRIPTION:
This is not a set curriculum, but their is an easy to follow manual with reproducible materials and specific guidelines. The program has a focus on fear reduction based on the cultured values and needs of the community. The program focuses on taking the power away from the bullies. It acknowledges each staff members personal style as crucial in formulating a team ethic towards achieving towards achieving the same goal. There are five components:
1. staff training, 2. student instruction, 3. support of the victims, 4. intervention with bullies, and 5. working with parents.

EDUCATIONAL OUTCOMES/EVALUATION
A Bully Survey indicates positive outcomes with students, teachers, and parents.

CONTRIBUTOR:
William W. Porter, Ph.D.
Bully Project Author
Coordinator of Pupil Services, Cherry Creek School District
303-773-1184

Crisis Response Team

SCHOOL/DISTRICT:
Grand Island, Nebraska

PERSONNEL INVOLVED:
15 total were selected for the team: 2 school psychologists, guidance counselors, school nurses, teachers and other specialists.

TARGET POPULATION:
Whole school population

FUNDING SOURCE:
No special funding, the Crisis Team seems to be added to the job responsibilities of those selected for the team.

PROGRAM DESCRIPTION:
First the team defined what a crisis might be, ie. sudden death of student or teacher, or a natural disaster. The team was divided in two so that one team was on call at all times. They outlined the response: who and how staff would be notified, who would deal with the media, what the building level staffs responsibility was, and who would see to daily routine activities. In the event of a crisis the team would meet with building staff as soon as possible to let them know what to expect from the students and how to respond. Following the initial training the team met to formalize plans and receive more training. They developed handouts for faculty and parents and a manual for the team outlining the procedures, guidelines, and intervention techniques.

EDUCATIONAL OUTCOMES/EVALUATION:
When a student died in a car accident over the weekend, they were prepared. The staff had all been informed before school Monday morning, by the calling tree. They had a faculty meeting before classes began that morning. The crisis team had met with the principal and counselor Sunday to plan. On Monday they had a prepared announcement for the teachers to read to the students, and gave the teachers a handout on what they might expect. They sent home a parent letter. One of the members of the crisis team went to the child's home room class to offer extra assistance. Two team members stayed at the school for the morning. A meeting after school was held to with staff to see what still needed to be done. Some team members were back on Wednesday, the day of the funeral for extra support. The principal, staff and patrons of the school were appreciative of the Crisis Response Team's support.

CONTRIBUTOR:
Al Neuhaus, Newspaper article
School Psychologist, Grand Island, Nebraska Public Schools
Director, Crisis Response Team
308-385-5995

Implementing Conflict Resolution Training in an Urban Elementary School

SCHOOL DISTRICT:
Frederick D. Wish Elementary School, Hartford, Connecticut

PERSONNEL INVOLVED:
School Psychologists, Two School Psychologist Interns

TARGET POPULATION:
At-risk students, 3rd and 4th grades expanding to include 2nd and 5th grades

FUNDING SOURCE:
Grant from Southern Connecticut State University

PROGRAM DESCRIPTION:
This is an 8-step curriculum based in social learning theory, teaching students non-aggressive ways of conflict resolution, in the following major skill areas: communication skills, problem solving skills, anger control, expression of feelings, and assertiveness training.

EDUCATIONAL OUTCOMES/EVALUATION:
From a pre- and post-questionaire:
* ability to resolve problems without fighting
* think before doing
* have a choice
* teachers report less fighting
* most at-risk became role models for others
* 4th graders started doing peer mediation on their own, this will now be added as part of the program for 4th and 5th grade students.

CONTRIBUTOR:
Dr. Cynthia Waltman Greenwood
Southern Connecticut State University
203-392-5910

Crisis Intervention Planning Committee
"Crisis Preparedness: Strategies for the Development of a Crisis Intervention Policy

SCHOOL/DISTRICT:
Lodi Unified School District, Lodi, CA

PERSONNEL INVOLVED:
School psychologists, other support staff, and administrators

TARGET POPULATION:
Whole school

FUNDING SOURCE:
No special source mentioned, although it is suggested that funds be requested from the district.

PROGRAM DESCRIPTION:
A crisis intervention policy provides provisions for effective and efficient services to students and teachers following a traumatic event. How Lodi did this:
1. Team building: Establish a Crisis Intervention Planning Committee, decide what training is needed, and provide this training.
2. Prepare a Crisis Intervention Policy by defining a crisis situation and ways to assist students through counseling and crisis management. The School Psychologist plays a critical role in any crisis intervention.
3. Maintain District Level Administrative Support: Get support of the superintendent, ask for financial backing.
4. Obtain support of School Principals: allow principal to review and comment of the policy and procedure before they are adopted.
5. Obtain the Support of the School Board: include district level administrators in this.
6. Adopt a School Board Policy: the policy states administrative response to crisis situations, policy should include an annual meeting to review guidelines, copy of crisis preparedness check list on file at Superintendent's office, what to do when crisis situation has stabilized, how to notify the Superintendents office about a crisis, and how to request additional help.
7. Implementation: Lodi's crisis intervention plan includes the school board policy, a District Crisis Intervention Team, individual school site crisis intervention teams, and Administrative Guidelines for Crisis Intervention.

EDUCATIONAL OUTCOMES/EVALUATION:
Team has been used effectively on a few occasions.

CONTRIBUTOR:
Article in Communique
by Stephen E. Brock
School Psychologist
Lodi Unified School District, California.
209-331-7076

Crisis Intervention Team
"Crisis Intervention: Responding and Developing Crisis Intervention Teams"

SCHOOL/DISTRICT:
New Rochelle, NY

PERSONNEL INVOLVED:
12 members of Pupil Personnel Services Staff

TARGET POPULATION:
School population after a crisis situation

FUNDING SOURCE:
The team members were volunteering the extra time.

PROGRAM DESCRIPTION:
Training program for the team members included: an overview of crisis intervention, discussion of crisis experiences, crisis team building, a developmental understanding of death and loss, normal and abnormal stages of the grieving process, cultural sensitivity to loss, suicide, critical incidence procedures, child sexual abuse, crisis intervention as a consultative process, legal aspects of crisis intervention, and working with the media during a crisis.

Specific things the team does: prepare school to handle aftermath of a crisis, empower staff, provide service to students, faculty, and families, identify student at risk, conduct parent workshops, conduct counseling sessions for students and staff, and making appropriate referrals beyond the level that the school can provide. After the team leaves the site, they are still available for consultation.

EDUCATIONAL OUTCOMES/EVALUATION:
The team has been called in for seven deaths of students, when a child was attacked by a pit bull in front of classmates, and when a teacher was robbed and slashed in the school lavatory. These examples prove the need for these types of team approaches to be prepared for a crisis.

CONTRIBUTOR:
Article in Communique
by Jack Kamins
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New Rochelle, NY
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Violence Prevention in an Urban Setting

SCHOOL/DISTRICT:
Milwaukee Public Schools, WI

PERSONNEL INVOLVED:
First two years: School psychologists
Next two years: school psychologists, teachers, police, and others
Now: The School Psychological Services in Milwaukee Public Schools created a Violence Prevention staff made up of 2 school psychologists and 2 human relations specialists

TARGET POPULATION:
Started with at-risk students, now targeting all elementary school students

FUNDING SOURCE:
Milwaukee Board of School Directors, Office of School Psychological Services

PROGRAM DESCRIPTION:
Initial thrust of program was the direct service delivery to a group of students, using videos and behavioral rehearsal of conflict situations, conducted by the school psychologist. In the next two years the program added a classroom curriculum component, with the school psychologist providing the training for the teachers. They also began Students Against Violence clubs and a system-wide violence prevention day at all schools, using several community organizations.
Now:
1. Train all school staff in techniques of non-violent crisis intervention.
2. Classroom violence prevention curriculum: The Second Step curriculum is used. This is program focuses on empathy, impulse control, and anger management. School psychology, guidance, regular education, human relations, and health education worked together to integrate this curriculum. The Violence Prevention staff trains the teachers in the way to teach this curriculum. This staff member than stays with the school for any assistance needed.
3. Implementation of a peer mediation program for students to begin to solve the problems amongst themselves.
4. A video tape developed by the Office of School Psychological Services teaches parents about nonviolent ways of parenting children. The parents performing the role plays are parents from the community. These sessions are led by the Violence Prevention staff member assigned to the school or by the building school psychologist.

EDUCATIONAL OUTCOMES/EVALUATION:
- The most effective program was the structured classroom program and curriculum.
- The Curriculum: Teachers integrated it into the teaching of other subject matter.
- Students use it on their own.

CONTRIBUTOR:
Article in Communique, by Audrey L. Potter, Coordinator of School Psychological Services, Milwaukee Public Schools. (w) 414-475-8162

Project SMART (Student Mediation and Resolution Teams)
"Peer Mediation: Creating Opportunities for Conflict Resolution"

SCHOOL/DISTRICT:
Implemented at an urban Rhode Island junior high school

PERSONNEL INVOLVED:
Committee: school administrators, guidance staff, a teacher representative

TARGET POPULATION:
whole student population

FUNDING SOURCE:
Carlisle Services, a private social service foundation

PROGRAM DESCRIPTION:
Project SMART is a joint venture of the Rhode Island Youth Guidance Center and the Ocean State Center for Law and Citizen Education at the University of Rhode Island. It has three objectives;

1. decrease student aggression and discipline problems
2. create a positive school culture with students taking responsibility
3. make school a safe and supportive environment

The program was introduced by posters and then an assemble run by the student mediators from the high school program. Adults are available in case problems arise, but it is a program of students helping students. Some of the student mediators were ESL students. The mediators facilitate a solution to the dispute between two students.

The author believes that this program provides a combination of school and community psychology.

EDUCATIONAL OUTCOMES/EVALUATION:
- the ESL students had a positive impact on the program
- trained mediators felt teachers were more supportive and were likely to prefer collaboration and reject aggressiveness and submissiveness as a method of conflict resolution.

CONTRIBUTOR:
Article in Communique
by Steven Colucci, PhD
Rhode Island Youth Guidance Center
401-861-1614

Conflict Manager's Program

SCHOOL/DISTRICT:
The New Stanley Elementary School, Kansas City School District, Kansas

PERSONNEL INVOLVED:
school psychologist and mental health team.

TARGET POPULATION:
All students in school

FUNDING SOURCE:
grant to implement a variety of innovative programs

PROGRAM DESCRIPTION:
The Conflict Manager Program was organized through the Mental Health Team to deal with behavioral concerns. The staff members serve as sponsors. There are four student conflict managers who aid in peaceful resolution of conflicts. They are facilitators; they help the students find their own resolutions. They can offer assistance if they see a conflict or conflicts are referred to them by the principal, teachers, support staff, or students. They meet as a group twice a week and have training sessions at the beginning of each semester.

The Conflict Management Problem Solving process:
1. Introduction and move to different area to talk.
2. Four rules to follow: do not interrupt, no name calling or put downs, be as honest as you can, agree to solve the problem.
3. Conflict manager decides who will talk first.
4. Ask person #1 what happened and restate. Ask person # 1 how he/she feels and why.
5. Same as 4 for person #2.
6. Ask #1 what he/she can do to resolve part of the problem.
7. Agreement from #2 and repeat with #2.
8. What could they each do to avoid dispute in the future?
9. Ask if problem is solved.
10. Ask both to tell friends the problem has been solved.
11. Congratulate students for their hard work.
12. Fill out Conflict Manager Report Form.

EDUCATIONAL OUTCOMES/EVALUATION:
- increased problem solving skills
- increased self esteem
- less discipline problems
- parents happy with program

CONTRIBUTOR:
Susan R. Wortman, EdS, School Psychologist, Kansas City, Kansas
(w) 913-551-3700

Planning for Safe, Secure, Peaceful Schools
This is a program for how a school can create a safe climate

SCHOOL/DISTRICT:
Ventura County Schools, CA

PERSONNEL INVOLVED:
Entire staff, students, parents

TARGET POPULATION:
Whole school

FUNDING SOURCE:
Not listed

PROGRAM DESCRIPTION:
This program is based on collaboration: every member of the school staff is responsible for providing a safe environment for the students. They should also collaborate with other public and private agencies when necessary. Safety is not just a crime issue. They believe that schools should teach non-violent conflict resolution methods. But this alone is not enough, the school must adopt a comprehensive safe school plan. This plan should be developed by the whole staff with input from the students and parents in order to tailor it to the needs of your school. You can use existing records, questionnaires, observation, interviews, and group meetings to determine what issues the safety plan should address. They also provide information for the "Prevention of Theft and Vandalism" in coordination with the Ventura County Sheriff's Department. This packet includes sample questionnaires and forms to create a vision of the school, a time line for implementation, and an evaluation of the plan. The Ventura County Superintendent of Schools and the University of California at Santa Barbara provides training in this program.

EDUCATIONAL OUTCOMES/EVALUATION:
- improves schools
- helps meet basic human need to feel safe
- strengthens purpose and focus
- prevents crime
- promotes self discipline
- increases attendance
- improves morale
- increases teamwork and shared responsibility
- builds pride in school

CONTRIBUTOR:
Charles Weis, PhD, Ventura County Superintendent of Schools
Jules Zimmer, PhD, Dean, Graduate School of Education UCSB
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Michael J. Furlong, PhD Graduate School of Education (805)-893-3338

Parallel Systems: A Process Approach to Organizational Change and Violence Prevention
A four year Temple University-Trenton Discipline Project

SCHOOL/DISTRICT:
Trenton, New Jersey

PERSONNEL INVOLVED:
School psychologists were initial consultants, various programs also involve: parents, police, human services, the courts, and other groups

TARGET POPULATION:
At-risk children and youth

FUNDING SOURCE:
New Jersey State Department of Education

PROGRAM DESCRIPTION:
This is a wrap-around service delivery for primary, secondary, and tertiary prevention programs and treatment. The model is based on Parallel Systems Theory. Self-selected staff, initially school psychologists, are selected as turnkey trainers and they provided consultation skills, didactic training, and material resources through the university based grantee.

EDUCATIONAL OUTCOMES/EVALUATION:
- Results have been compiled and will be available soon related to gun use, substance abuse, and violence de-escalation techniques.

CONTRIBUTOR:
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Appendix 2:

Curriculums that could be effectively integrated in school programs

School Suicide Prevention Program
This is a curriculum

SCHOOL/DISTRICT:
California

PERSONNEL INVOLVED:
Teachers, counselors

TARGET POPULATION:
all students in the school

FUNDING SOURCE:
not mentioned

PROGRAM DESCRIPTION:
The state of California established a three-year project to develop a youth suicide prevention school program to achieve any of the following:

1. encourage decision making and promote ethical development
2. increase student awareness of the relationship between drug and alcohol use and youth suicide
3. teach students to recognize signs of suicidal tendencies and other facts about teen suicide
4. inform pupils students about community youth suicide prevention services
5. enhance relationships among teachers, counselors, and students
6. coordinate cooperative efforts between the school personnel and community youth suicide prevention program personnel

1984-5 the project developed three curriculum components:

1. a "Teacher's Guide" -- This is a curriculum consisting of five lessons, with special concerns in teaching about suicide, background information about suicide, an overview of the curriculum, and teaching resources.
2. a "Parent Meeting Discussion Guide" -- this includes preparing for the meeting, an agenda, a leader's outline, and lecture material.
3. a brochure entitled "Teenage Suicide: What a Parent Needs to Know" -- info about the rise in teenage suicide, teenage depression, high-risk adolescents, danger signs, and what they can do to help.

EDUCATIONAL OUTCOMES/EVALUATION:
- 96% of students in first year of program thought it would be helpful in preventing suicide.

CONTRIBUTOR:
School-based Affective and Social Interventions, by Sandoval, Davis, and Wilson, 1987.

The Social Competence Program for Young Adolescents
Curriculum for self-control

SCHOOL DISTRICT:
New Haven, Connecticut
Curriculum has been sold in 35 different states.

PERSONNEL INVOLVED:
Whole staff of school can be trained.

TARGET POPULATION:
Preadolescents between 10-12 years in middle school grades 5-8, being expanded to include K-12.

FUNDING SOURCE:

PROGRAM DESCRIPTION:
This is a school-based program involving young adolescents, who were given intensive instruction in social problem-solving skills while addressing other important issues like human growth and development, AIDS, adolescent pregnancy, sexual activity, and substance abuse. The core is a 27-lesson module teaching social problem-solving skills, followed by two 9-lesson modules teaching the students how to apply these skills to the prevention of substance abuse and high risk sexual behavior. Teachers are trained before starting the program and given on-site coaching. School Psychologists can co-teach and be a resource for the teacher.

EDUCATIONAL OUTCOMES/EVALUATION:
- Enhances adolescents' problem solving skills, social relations with peers, and behavioral adjustment.
- Students, teachers, and parents are supportive of the program.
- Teachers reported their students felt better about themselves, recognized the negative effects of drugs and tried to avoid drugs, recognized the risky sexual behaviors and how to avoid such risks.

CONTRIBUTOR:
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Peacefully Resolving Our Unsettled Differences (PROUD)

SCHOOL/DISTRICT:
Developed by Dade County Public Schools, Florida

PERSONNEL INVOLVED:
staff, students, parents

TARGET POPULATION:
whole students body

FUNDING SOURCE:
not mentioned

PROGRAM DESCRIPTION:
The program includes the following resources:
Peacemaking Skills for Little Kids -- Pre-school - Grade 2
Creative Conflict Solving for Kids -- Grades 3 - 4
Creative Conflict Solving for Kids -- Grades 5 - 9
Mediation for Kids -- Grades 4 - 12

There are three Phases:
Phase 1: Training a team consisting of administrator, teacher, and counselor that will then train the student mediators.
Phase 2: Train two other teachers in Conflict Resolution, who will then train others.
Phase 3: Train parents, who will then train other parents. This parent component is entitled "Fighting Fair for Families," and is available in English, Spanish, and Haitian-Creole.

EDUCATIONAL OUTCOMES/EVALUATION:
- Positive self esteem builder
- less referrals to counselor
- Peer respect and recognition
- students take responsibility for their actions
- increases instructional time because of fewer disruptions

CONTRIBUTOR:
Article from the Florida Association of School Psychology Newsletter, by Barbara M. Carey, Assistant Superintendent, Office of Multicultural Programs/Alternative Education

Personal Growth Class
curriculum

SCHOOL/DISTRICT:
Origionally piloted in high schools in Washington

PERSONNEL INVOLVED:
Could be teachers, counselors, or psychologists

TARGET POPULATION:
High school students at-risk of dropping out of school

FUNDING SOURCE:
The book is $18.95.

PROGRAM DESCRIPTION:
This program was designed by Dr. Leaona Eggert who has a background in counseling. It uses a peer mediation approach to help youth identify and effectively channel their anger. A publication entitled "Anger Management for Youth: Stemming Aggression and Violence," can be used as a basis for teaching coping skills. The book lays out how to enact a the program with modules to take the children through. This publication is being used in schools, juvenile justice, and alternative youth care settings. Counselors are often the school personnel that purchase this manual.

EDUCATIONAL OUTCOMES/EVALUATION:
- students learned to control their anger responses
- students achieved higher levels of emotional well-being

CONTRIBUTOR:
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(812)-336-7700

The Boston Conflict Resolution Program

SCHOOL/DISTRICT:
Currently running in several urban elementary schools in Boston, MA

PERSONNEL INVOLVED:
Teachers, counselors

TARGET POPULATION:
Elementary school students

FUNDING SOURCE:
Fee for a summer institute of for purchasing one of the resource books.

PROGRAM DESCRIPTION:
This is a violence prevention program. Teachers, counselors, and administrators participate in a training program in conflict resolution, cooperation and communication skills, violence and gang prevention, dealing with cross-cultural conflict, anger management, and encouraging caring and empathy.

EDUCATIONAL OUTCOMES/EVALUATION:
- learn to deal non-violently
- learn about prejudice

CONTRIBUTOR:
Sally Orme, Assistant Director
Boston Area Educators for Social Responsibility
Cambridge, MA
for further information contact Carol Wintle: (617)-492-8820

Executive Summary

Studies show that youth violence has reached epidemic proportions. Fifty thousand children have been killed by guns between 1979 and 1991 and even more have been exposed to lethal violence. This, together with the rise in crime rates, child abuse and domestic violence is symptomatic of society's increasing indifference to violence. The media perpetuates this trend by its continual depiction and glorification of violence rather than showing children alternative problem solving methods.

The problem of violence is intrinsically connected to the weak social infrastructure that exists in many of today's communities. An effective response requires that we address all the factors that contribute to what Marian Wright Edelman calls the "social and spiritual disintegration of American society."

When addressing the problem of violence it is important to consider:

1. Violence is a community problem.
2. Teenagers are impulsive and guns make impulsive killers.
3. Abuse is common among youth.
4. Suicide is an ever increasing cause of death.
5. The outside threats to at-risk youth.

What Works

Any effective intervention must be multi-dimensional, theory based, tested and known to change positively behavior and improve skills, including academic skills. Successful programs involve whole systems and require community investment and parent involvement. Interagency coordination is critical. The effort must be sustained over decades and each plan must be individualized to the local community culture. Programs must be monitored and evaluated. "Feel good" results where participants say the program made them more sensitive are not enough. There must be a measurable decrease in the numbers of violent acts and an increase in the academic success of the students.

School Variables known to Reduce Violence

Leadership: The school-based administrator who provides a firm, fair consistent leadership style can reduce violence.
School Size: Smaller is Safer.
School Staff: Teachers and school staff who are provided the training and support to demonstrate the following attributes have been shown to help reduce school violence: a drive for excellence in their expectations for all students. Ability to communicate a positive attitude toward learning and toward children and their families. Able to use consistent classroom/school behavior management techniques, individualized instruction and effective, culturally sensitive, communication.
In-School Supports: Schools adequately staffed with pupil services teams of school psychologists, counselors, nurses and social workers are able to work cooperatively with school staff, families and agencies to address the complex needs of students with aggressive

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tendencies.

School-wide problem solving teams: Schools which have effective problem solving and assistance teams are best able to provide the support and guidance that teachers and parents need to assure a positive school-community environment.

Prevention Plans: Prevention instruction is imperative if we are ever to break the cycle which is presently destroying too many lives within our communities.

Alternatives to Expulsion: Comprehensive treatment programs are critical to prevent reoccurrences.

How should public policy be framed to deal with school violence:

1. Recognize that the problem is an education issue and a community issue.
2. Support policies that encourage interagency coordination and cooperation.
3. Develop national strategic plans for legislation which place a greater emphasis upon system-wide intervention models. These plans will require greater communication between Congressional Committees and agencies.
5. Use resources wisely. Programs will require long-term commitments and evaluation.
6. Require the involvement of parents and the whole community in planning. The culture, values, and beliefs of the community must be addressed and utilized in the solutions. Parents are best represented when they are a majority of the planning team. Schools and professionals are best represented when there are top managers and actual practitioners, like teachers and school psychologists, are involved in the planning.
7. Support the broader implementation of programs that work. Move beyond demonstrations.
8. Discourage the tolerance for violence in all social interaction, and in institutions such as the media. Discourage inter-racial strife and bigotry. Encourage cooperative solutions. Abolish corporal punishment in the schools and child care facilities. Encourage and support programs that will produce a positive school and community environment, programs that encourage hope.

Examples of effective programs

A model of models is Project Achieve in Hillsborough County Florida designed in conjunction with the University of South Florida. This program is research based, has multiple components, has significant parent involvement, is systemic and integrated into the total school, including building services and bus drivers. It has measured results. It is designed to provide primary and secondary prevention and comprehensive services for youth with difficult problems. The program makes sure that students are maximally instructed within an inclusive school community. There is an effective problem solving team and the teaching staff are supported with adequate pupil services to provide direct services and consultation. There is administrative support and adequate time and resources are made available to assist teachers, other staff and parents. The fact that it is in 18 schools shows that it can be replicated in a variety of communities. The program works and it is not expensive. The researchers estimate that it costs about $38 per child. There is some evidence that it saves money by reducing the number of retentions and referrals to special education. More importantly it saves precious lives and learning potential.

Testimony of Kevin P. Dwyer on behalf of the National Association of School Psychologists 7/20/94

Chairman KILDEE. At this point, I am going to have a member of the committee, the Ranking Member, Mr. Goodling, make an introduction. Mr. Rush will also make an introduction. And we will start with Mr. Raber testifying.

Mr. Goodling.

Mr. GOODLING. I am happy to introduce Mr. Raber. He is the Supervisor of Attendance and Security, since November of 1992, in the York City schools. To show you how his job has changed, at one time he was the attendance officer and home school visitor for the York City schools. Now, of course, security has become one of those issues.

He has a real background, from teacher to law enforcement. So I am very pleased that he is here representing York City schools today, and I look forward to his testimony. I did introduce—make it known—that he is accompanied by the coordinator of Federal programs and projects for York City Schools, Pam Harrison. I work with her regularly, and understand she is soon to be married.

Chairman KILDEE. I have a great affinity towards coordinators of Federal programs. You have a good national organization, too. I meet with them regularly. You do a very good job.

Mr. Rush.

Mr. RUSH. Thank you, Mr. Chairman, Chairman Kildee. It is certainly a pleasure for me to be before this outstanding subcommittee; and the work of the subcommittee is to be commended upon throughout, and is certainly a reflection of your stellar and outstanding leadership as the subcommittee Chairman.

I am pleased to join you this morning as we focus on the very critical issue of violence in schools. Increasingly, what I learn about the behavior of our young people shocks and saddens me. For example, I read in a recent Carnegie quarterly report on violence that some 11 percent of all students in the United States carry a handgun at least once within a 30-day period. So we all know what the problem is.

But I am pleased to recognize an expert who can help us shed light on this particular issue. Olomenji O'Connor has had exceptional and unqualified success for over 10 years as a conflict resolution and mediation instructor among young people in the City of Chicago. He leads by example.

In particular, Mr. O'Connor has been instrumental in sharing his skills at nonviolent crisis intervention with young men who reside within the public housing communities within the City of Chicago. I also share Mr. O'Connor's interest in conflict resolution as a means to end the cycle of violence in our communities.

The positions he has held have enabled him to create programs that encourage alternative behavior patterns among young people. I believe that these programs and Mr. O'Connor's success can be duplicated across this Nation. I am sure you will be as interested, as I have been, to learn more of Mr. O'Connor's creative approach.

Lastly, Mr. Chairman, I want to emphasize that Mr. O'Connor is a long-term friend of mine and we work very, very hard on a lot of issues that face not only the people who reside in the City of Chicago but also the citizens of this Nation. Thank you very much.

Chairman KILDEE. Thank you very much, Mr. Rush.

Mr. Raber, you may proceed with your testimony.

Mr. RABER. Thank you. My name is Duane Raber, and I am the Supervisor of Attendance and Security for the School District of the City of York—York, Pennsylvania. I appreciate this opportunity to address the committee on issues relating to school violence. My testimony will include a reality-based assessment of violence in our school district, an overview of concerns in surrounding school districts, and my perception on a national level.

I have a somewhat unique perspective in that I have worked as an educator and law enforcement officer and have received candid and honest input from both professions. It will also include our district's concerns and prevention plan.

The three problems with reality-based assessments which are consistently identified by educational and law enforcement professionals on both a local and national level are:

> Number one, denial, administrators who think incidents reflect on their administrative ability and treat criminal acts as discipline problems;
>
> Second, paranoia, administrators and law enforcement officers who overreact to an isolated incident; and
>
> Third, the lack of consistent data, the definitions either don't exist or are inconsistent.

A noticeable increase in deviant behavior has occurred and at an earlier age. Students are much more aggressive and solve their problems with their fists rather than words. They have very limited skills in conflict resolution and often require support services and even court intervention at an earlier age. There has been an increased number of suspensions for deviant behavior.

This past school year, 1993–94, our district experienced only a few violent acts. We have been fortunate in the York School District to have had no firearms brought into our schools. We have had students bring various types of household knives. We have had student confrontations and students who have challenged teacher authority.

When knives were discovered, fortunately they were not used to injure nor threaten anyone. The primary reason given for the possession of a weapon was for self-defense, either real or imagined, and incidents involving the age-old boyfriend-girlfriend and he said-she said conflicts.

When a weapon is involved, every incident is a potential catastrophe. As a result, our district has a zero tolerance for weapons. We are increasingly alarmed by the violent acts in our community and realize what happens during an evening or on weekends could very likely become a problem during the following day of school.

The popularity of gang cultures, which is permeating the Nation via videos and movies, has not spared York City nor other suburban and rural communities. In 1988, CRIPS from Los Angeles visited York and established a drug ring. I am sharing a copy of an article from a February 1991 American Legion Magazine that describes that event.

The CRIPS used our students. They targeted our students living in single-parent households and Section 8 housing projects. They moved in, set up drug operations and used our students to distribute the drugs.

In return, our students were given clothing, money and other material rewards. However, we could not document a single gang-related incident in any of our schools. In spite of the fact that a task force was successful in eliminating the gangsters from L.A., youth gangs remain in York County and central Pennsylvania. It is "fashionable" to belong and they are occasionally involved in criminal activities. They are rather short in duration and are presently quite dormant. We attribute the lack of activity in our school to the following:

Building appearance is significant and exemplary, no graffiti;

Our staff judges the behavior, not the appearance of our students; and

The discipline code is clearly defined, consistently applied, and was developed with input from all levels of participation.

Reporting of criminal activities should be mandatory within schools. Again, we return to the need for clarification of definition between discipline problems and delinquent or criminal acts. Otherwise, data is inconsistent and, therefore, useless in evaluating the existing prevention programs and intervention strategies.

Once charges are filed, individuals should not maintain anonymity because of age. There must be accountability for one's behavior, and it must be taught and expected at whatever age. We are not referring only to publishing names of juvenile offenders in the media; we are referring to the need for our judicial system, law enforcement and school districts to share information. The intention is not for the school districts to use the information in a punitive manner, but rather to use that information to establish an effective support system designed for the individual juvenile offender.

In York County, we have taken the initial steps toward this goal by establishing a Commission on Youth, whose mission is to coordinate the many agencies who offer services to our youth, so as to provide coordinated and early intervention as well as treatment and recovery opportunities.

The Commission's accomplishments include school-based probation programs, development of plans with York County Children and Youth Services for a school-based initiative; the creation of a York County School Attendance and Safety Committee, which includes the 15 districts located in York County; the initiation of State legislation which focuses on prosecution for the harboring of truants; and the development of cross-training in the areas of cultural diversity and managing the mazes.

There is no question that modifying human behavior is a difficult task. It takes significant resources and multiple approaches because of each individual's special needs. What works for one may not work for another.

Suggestions for slowing the trend to increased aggressiveness are initiation of conflict resolution training—in fact, we are doing it for all administrators so they understand it has usefulness;

Psychological services for children must be more abundantly supported by legislative resources. Serious incidents must be acknowledged and tracked, with a caution that misuse of that information may lead to hysteria and paranoia;

We must generate meaningful activities for youth;

Consideration of funding for residential settings for students when family life is dysfunctional. Too many students are passed around to friends and relatives. Schools will have to substitute for some homes in providing a safe and nurturing environment for development;

A more expedient judicial review. It often takes months for a student's case to be heard with time in between being a showcase of "attitude";

Encouragement of restraint by organizations other than the schools, for example, motion pictures, music, lyrics, MTV, magazines and the "yellow" newspapers;

We must provide resources to further carry out the concept of Even Start. We must teach the parents, as they are the child's first teacher; and

Review the Department of Public Welfare's regulations dealing with emancipated students.

In addition to the suggestions above, it is necessary for each school district to establish a security network. This network would ensure the increase in violence in our schools would be checked. We must not forget that it is the right of every student in this country to attend in a safe environment.

The individual district security network should range from the establishment of a district police department to a designated liaison in both the school district and the local police department. Even if the school has no problem with violence at the present time, they need to establish a working relationship with the police.

A prevention mode is much more effective than one that is reactionary. Every school district must assess both their degree of violence and potential problems. Once established, they must develop and maintain a system for school district safety. Unfortunately, the establishment of this system, whether it is a small district or a large district, is often left with no alternative but to use funds from their general budgets to pay for these security systems.

This translates into districts redirecting money that would be spent on educational programs to security staff. The establishment of security personnel and equipment needs to be supported through Federal funding.

It is obvious that the growth of school violence nationwide is a reality. If we believe that the future of our Nation relies on the education of our youth, we must make the protection of our students a national priority. Thank you.

Chairman KILDEE. Thank you very much, Mr. Raber.

[The prepared statement of Mr. Raber follows:]

DUANE RABER
SUPERVISOR OF ATTENDANCE AND SECURITY
SCHOOL DISTRICT OF THE CITY OF YORK
YORK, PENNSYLVANIA
TESTIMONY
JULY 20, 1994

My name is Duane Raber and I am the Supervisor of Attendance and Security for the School District of the City of York, York, Pennsylvania. I appreciate this opportunity to address the committee on issues relating to school violence. My testimony will include a reality based assessment of violence in our school district, an overview of concerns in surrounding school districts, and my perception on a national level. I have a somewhat unique perspective in that I have worked as an educator and law enforcement officer and receive candid and honest input from both professions. It will also include our District's concerns and prevention plan.

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1. **DENIAL** - administrators who think incidents reflect on their administrative ability and treat criminal acts as discipline problems.

2. **PARANOIA** - administrators and law enforcement officers who overreact to an isolated incident.

3. **LACK OF CONSISTENT DATA** - definitions either don't exist or are inconsistent.

A noticeable increase in deviant behavior has occurred and at an earlier age. Students are much more aggressive and solve their problems with their fists rather than words. They have very limited skills in conflict resolution and often require support services and even court intervention at an earlier age. There has been an increased number of suspensions for deviant behavior.

This past school year (1993-1994), our district experienced only a few "violent acts". We have been fortunate in the School District of the City of York to have had no firearms brought to our schools. We have had students bring various types of household knives. We have had student confrontations and students who have challenged teacher authority. When knives were discovered, fortunately they were not used to injure nor threaten anyone. The primary reason given for the possession of a weapon was for self defense and was either carried for perceived or real fear. Incidents involved the age old boyfriend/girlfriend and "he said, she said" conflicts.

When a weapon is involved, every incident is a potential catastrophe. As a result, our district has a zero tolerance for weapons. We are increasingly alarmed by the violent acts in our community and realize that what happens during evening and/or weekends could very likely become our problem during the following day of school.

The popularity of gang cultures, which is permeating the nation via videos and movies, has not spared York City nor other suburban and rural communities. In 1988 CRIPS from Los Angeles visited York and established a drug ring. I am sharing a copy of an article from the February, 1991 American Legion Magazine that describes that event. The CRIPS used our students. They targeted students living in single parent households in section eight housing projects. They moved in, set up drug operations and used our students to distribute drugs. In return, our students were given clothing, money and other material rewards. However, we could not document a single gang related incident in any of our schools. In spite of the fact that a task force was successful in eliminating the gangsters from L.A., youth gangs remain in York County and central Pennsylvania. It is "fashionable" to belong and they are occasionally involved in criminal activities. They are rather short in duration and are presently quite dormant. We contribute the lack of activity in our schools to the following:

1. building appearance is significant and exemplary - no graffiti
2. staff development
    a. communication with students, parents, agencies
    b. staff judges behavior not appearance
    c. discipline code clearly defined, and consistently applied and developed with input from all levels of participation.

Reporting of criminal activities should be mandatory within schools. Again we return to the need for clarification of definition between discipline problems and delinquent or criminal acts. Otherwise, data is inconsistent and, therefore, useless in evaluating the existing prevention programs and intervention strategies.

Once charges are filed, individuals should not maintain anonymity because of age. There must be accountability for one's behavior and it must be taught and expected at whatever age. We are not referring only to publishing names of juvenile offenders in the media, we are referring to the need for our judicial system, law enforcement agencies and school districts to share information. The intention is not for the school districts to use this information in a punitive manor, but rather to use the information to establish an effective support system designed for the individual juvenile offender. In York County we have taken the initial steps toward this goal by establishing the Commission on Youth, whose mission is to coordinate the many agencies who offer services to our youth so as to provide coordinated early intervention as well as treatment and recovery opportunities.

The Commission's accomplishments include:

1. School-based probation programs

2. Development of plans with York County Children and Youth Services for a school-based initiative.

3. Creation of York County School Attendance and Safety Committee (surveillance of gang and drug activities for entire county with coordinated sharing of information).

4. Initiation of state legislation that focuses on the harboring of truants.

5. Development of cross training in the areas of cultural diversity and managing the mazes.

There is no question that modifying human behavior is a difficult task. It takes significant resources and multiple approaches because of each individual's special needs. What works for one may not work for another. Suggestions for slowing the trend to increased aggressiveness are:

1. Initiation of conflict resolution training for instructional and non-instructional staff.
    a) There is little evidence that teachers or administrators are taught such skills in their training.
    b) We must have team travel and resources to provide substitutes when team members are solving issues.
2. The counseling emphasis (if a choice must be made) must be toward early intervention.
3. Psychological services for children must be more abundantly supported by legislative resources.
4. Serious incidents must be acknowledged and tracked. Caution: misuse of information may lead to hysteria and/or paranoia.
5. We must generate meaningful activities for youth. Perhaps community service requirements would fill some of the current voids in student's lives. Needless to say, appropriate resources must be available for same or we must have modification of current regulations so as to permit reallocation of local resources.
6. Consideration of funding for residential settings for students when family life is dysfunctional. Too many students are passed around to friends and relatives. Schools will have to substitute for some homes in providing a safe nurturing environment for development.
7. A more expedient judicial review. It often takes months for a student's case to be heard with time in-between being a showcase of "attitude."

8. Encouragement of restraint by organizations other than the schools, i.e., motion pictures; music/lyrics; MTV, magazines and "yellow" newspapers.

9. Provide resources to further carry out the concept of "Even Start." We must teach the parents as they are the child's first teacher.

10. Review of Department of Public Welfare's regulations dealing with emancipated students.

In addition to the suggestions above, it is necessary for each school district to establish a security network. This network would insure that the increase in violence in our schools would be checked. We must not forget that it is the right of every student in this country to attend school in a safe environment. The individual district security network should range from the establishment of a district police department to a designated liaison in both the school district and the local police department. Even if the school has no problem with violence at the present time, they need to establish a working relationship wit the police department. A prevention mode is much more effective than one that is reactionary. Every school district must assess both their degree of violence and potential problems. Once established, they must develop and maintain a system for school district safety. Unfortunately, the establishment of this system, whether it is a small district or a large district, is often left with no alternative but to use funds from their general budgets to pay for these security systems. This translates into districts redirecting money that would be spent on educational programs to security staff. The establishment of security personnel and equipment needs to be supported through federal funding.

It is obvious that the growth of school violence, Nationwide is a reality. If we all believe that the future of our nation relies on the education of our youth, we must make the protection of our students a national priority.

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Gang Intervention Consultant
Provided training programs for York-Adams County Police Departments , Probation Officers, Children and Youth Services, School Districts and private businesses

MEMBERSHIPS

Executive Board Member, National Association of School Safety and Law Enforcement Officers

Member, York County Commission on Youth

Past Chairman and member, York County School Attendance and Safety Committee

Past Chairman, York County Juvenile Detention Center Advisory Board

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EDUCATION

B.A. History Elizabethtown College Elizabethtown, Pennsylvania	August 1970
Master's Equivalency Commonwealth of Pennsylvania Pennsylvania Department of Education	October 1992

PROFESSIONAL EXPERIENCE - EDUCATION

Supervisor of Attendance and Security School District of the City of York York, Pennsylvania	November 1992 to Present

Coordinate attendance and security services for the school district and with outside agencies. Provide training and evaluation of school security staff. Act as liaison with judicial system.

Instructor Harrisburg Area Community College Harrisburg, Pennsylvania	March 1993 to Present

Part-time instructor of Gang Violence Course offered to law enforcement officers from throughout the State of Pennsylvania.

Attendance Officer/Home and School Visitor School District of the City of York	April 1983 to November1992
Teacher School District of the City of York Taught Social Studies Courses including Criminology.	October 1970 to April 1983

PROFESSIONAL EXPERIENCE - LAW ENFORCEMENT

Pennsylvania State Constable	November 1975 to December 1993
Police Officer Hellam Township Hellam, Pennsylvania	January 1972 to September 1976
Agent for Bailbondsman	February 1976 to January 1992

Pursued Bail violators throughout continental United States and Puerto Rico

Chairman KILDEE. Mr. O'Connor.

Mr. O'CONNOR. Thank you. To the honorable members of the House Subcommittee on Elementary, Secondary and Vocational Education, my name is R. Olomenji O'Connor. I bring you greetings from our Chairman, Mr. Vincent Lane, as well as Mrs. Artensa Randolph, Chairwoman of the Central Advisory Council, the resident representative body. Moreover and perhaps most important, I bring greetings from the youth and children of public housing.

We are indeed honored to be able to share our views and opinions before this august body. We thank the congressman from Illinois, the Honorable Bobby Rush and his staffer, Mr. Stan Watkins, for their facilitation in our being present before you today. Moreover, I wish to thank Congressman Tim Roemer and his staff for their efforts in regards to the hearing.

I wish to speak from my experience as the former Director of Resident Organization as well as the developer of Project Peace, a CHA violence prevention model.

Schools within urban areas were once thought of as havens for learning and development. A good education was seen as a means of assuring success later in the student's life. And yet, over the past decade, it appears that this notion is fast becoming a myth; indeed, these centers for learning are becoming cesspools of violence, drugs and gangs.

Consider the following: Per the 1991 National Crime Survey, there were an estimated 3 million incidents of street crime committed on school property. Violence has become endemic within public schools across the Nation.

Consider the following: 525,000 attacks, robberies, intimidations occur per each month in public high schools; 300,000 simple assaults, resulting in 80,900 with injury. Violence was so intensive in the Detroit Public School System, classes in all 23 high schools were shut down for two days to find ways and means of quelling student-related violence.

Eight percent of urban junior and senior high school students missed classes for one or more days due to fear.

The national Parents and Teachers Association estimates $600 million is spent on replacing school property. Two hundred eighty thousand assaults against student and 5,000 teacher assaults occur each month per the National Institute of Education's Violence in Schools report. So what we can see from this is we have a very fundamental problem.

I think that schools are victims of community violence, because schools are in the communities. Whatever is happening in the community is impacted in the school. And whatever happens in the school is impacted in the community. There is a tie-in there, or if there is not a tie-in, there must be one, either positive or negative.

If there is violence in a school, it has a disruptive effect on learning, both learning and teaching, in terms of staff as well as students. It turns the learning environment into one of fear and terror. The ultimate impact or correlation between student attendance and violence results in what? School dropouts. In many, I would venture to say, if you checked out in many schools, you would probably find those that have a high rate of violence also have a high dropout rate. There is a relationship there that we need to consider.

When you talk to students, many will tell you they don't go to school based on things that perhaps happened in the community that particular day which causes them not to want to go to school because it was not resolved in the community.

The point I am trying to put forth here is that there is a connection and there is a relationship between the two. We have got to understand it. We can't put school over here and community over here. At least in public housing, they are all together, because in many public housing communities you have a large population of public housing children going to school with people from other communities; or you have schools on public housing property with the majority of kids going to it.

So I am saying to you there is a strong relationship there. If we do something in the school—it is a natural relationship; If we do something in the school, we need to do it in such a way this can impact on the community. If we do something in the community, we need to do something in such a way that it can do something on the school. Therein we have the relationship. It is very important.

In terms—I want to kind of talk about Project Peace. Project Peace is a program that was started within the Chicago Housing Authority per the request of a woman by the name of Ms. Helen Fenner. And I always like to give credit where credit is due. Ms. Fenner was concerned about her son, Marlowe Fenner, who is a well-known sports figure, high school basketball, big-time collegiate star, and quite frankly she was worried about the safety of her son.

So as a good mother would do, she cried out, she reached out to the Department of Resident Services at that time, which is a CHA department which puts an emphasis on community development, because our Chairman, Mr. Lane, has always believed in the idea of community development as a way of turning public housing communities around.

So he made it a priority that there be a strong service community development piece within that. As a result of that, an assignment was given to staff to develop this piece.

What we did, the first thing we did—and these are some key points—the first thing that we did, we brought together strong resident leadership. We talked to local advisory council presidents who are—you probably know them as tenant councils. These are the resident groups that put forth their complaints or advocate for residents. We brought them together in the developments where we were having this problem.

We also brought in the Chicago Police Department. We also brought in the principal of the school. We also tried to identify youth leadership, okay, to say how we could involve them in the particular process.

As a result of that, what we decided to try to do was to make that school a neutral site. In Chicago, today, they are talking about peace zones. The idea here is that the school would be a peace zone. It would be a neutral site. Whatever happens out in the community, okay, you know at least if you go to school, you have got a place of sanctuary, akin to the old medieval idea where, if the king was angry with you, you could go to the church and cry "Sanctuary" and your safety was assured. Of course, when you came out, that was another question. The point was that was something we were trying to establish within that particular area.

Project Peace initially had no funds. We had only one staff person, myself. What we did, we created what we called "the 100 men and the 100 women." We brought them in and we performed—we would have them come in, and the men would talk to the young men, and the women would talk to the young girls. And we wouldn't come in talking about, don't do drugs, don't do this.

I think too many times we are telling kids what not to do, and we are not suggesting to them the things that they should do or be about. So when we brought the mentors in, this is what we were hoping for.

As a result of that, we were able to secure funding from the MacArthur Foundation, which allowed us to get two staff people. Now, we were in five schools, or as a result of that we were able to go in five schools. Three of them were elementary; two of them were high schools. The elementary schools were feeder schools into the high schools. Why? Because we wanted to establish, again, connections. If we introduced the behavior in the elementary schools, then we wanted to have the behavior or the new behavior, hopefully, reinforced in the high schools, okay? And that is why we were very careful in terms of where we chose we wanted to go.

We then went through a process to try to bring everyone on board. Again, the idea I am trying to bring forth here—and it has been said by the other two previous speakers—is that collaboration, there must be collaboration and teamwork between all forces that can impact on violence within a community and within a school.

There is not one single entity, I think, that can directly impact on violence in and of itself. Not even the police. Not even the criminal justice system. But if all these entities come together and they collaborate, and they work together, then I think we can have a tremendous impact.

We have a view. We view violence as being multifaceted. We think one part of violence—and this deals with a myth—is that, you know, when most people think of violence, they think of youth gangs. Generally statistical data will bear this out. Most violence is interpersonal, meaning it is someone you know, someone you have an affiliation with, someone you have a relationship with, someone who is an acquaintance, generally.

That does not negate strangers, but just generally it is these types of individuals. What happens is, you put passion in there and argument and emotional outbursts; and what happens is, from this it becomes a question of, what, saving face. And with many young people today, it is—particularly those involved with this violence, it is about saving face.

There is an excellent article in the Atlantic Monthly; it is called The Code of the Streets. It is written by Elijah McCoy, I do believe. And he stresses the emphasis of respect that young people have.

We have in our community a word called "diss." To be "dissed," you could possibly die; "diss" means you have been disrespected. If you, as an adult, were to say to a child, "You have dissed me," that is a very profound point that that young person clearly under-stands. So the idea, I am saying one facet of this is that it is destructive, nonthinking attitudes.

We think the second aspect is the inability to resolve conflict in a skillful, productive manner among friends and acquaintances, because they just don't know.

I mean, unless you know and unless you have other techniques and skills, then you use what naturally comes to you.

The third point, I think, are the lack of viable or, rather, visible peer role models. Now, I know we all talk about adult role models or mentors, if you will, but I would daresay that this generation is more connected and what is more important to them is the peer relationships that they have with each other. I think if we had some strong peer leaders or models that provided the image of buying into the idea of nonviolent dispute resolution, I think that other kids could learn from that.

I think the fourth facet is that we really don't have organized, nonviolent mechanisms which facilitate peaceful resolution of disputes within the schools. Now, as long as we don't have that, the question becomes, who do you go to to resolve a problem, a peer or a teacher? If you go to the teacher, who is already overwhelmed from the affairs of state or the day-to-day conditions that they have to deal with, who will take the time and energy to deal with this?

If you have a disciplinarian who is dealing with the whole school—the point I am trying to make is, there is a need within each and every school for a mechanism that directly deals with conflict resolution.

Let me move on very quickly.

Moreover, we think that violence is both complex as well as complicated, and it expresses itself in many forms. We believe that violent behavior impacts the community, victims, victimizers, their family, friends, bystanders, in generating fear and mistrust, which ultimately—ultimately ends in a further erosion of a community's social fabric.

I mean, nothing is more disheartening than to go to a funeral, and I have been to a lot of them this past year, and see hundreds, I mean, the place is packed—we have a place; I can't think of the name of it, but it is a funeral parlor that—it is like a supermarket, a supermarket funeral parlor. And many times many kids who have died, or who have been killed, when they come there, I mean, it is—to see their parents, to see their grandparents, to see all the generations see this child laying up, lifeless, in a box, okay, who has just begun to just taste life—not sample it, just taste it, without even really knowing what it is that they are tasting—I mean, you can't imagine that.

Maybe you can.

Imagine working with some of these youngsters and then to lose one after you have invested time and energy and yourself. I mean, consider the devastation of that.

We think that violence is learned. It is learned behavior. It is learned through the environment. It is learned through the house. It is learned through the community. It is learned through the TV, through the radio. I mean, you know, media has a role to play in this. We think that violence, that there are certain variables that when produced it creates a high risk situation.

For example, if you take alcohol, plus drinking, and an argument, and a handgun, and leisure time, plus an acquaintance, that equals a high-risk situation for violence or homicide or an argument or ultimately someone getting killed.

For example, the statistics are, 50 percent of all murders are alcohol related, either the victim had been drinking or the victimizer had been drinking. And if you look at the role of substance abuse in violent crime, there was one criminal justice study where the individuals who were most recently incarcerated had been drinking before their most recent criminal act. So there is a relationship there.

What we have done in this comprehensive approach, and we think it works, we use violence prevention correctly. The idea is to develop dialogue between the students and the individual service facilitators—that is staff; that's what we call them—to deal with the myths, because many times young people have this faith that it can happen to everyone else but them.

I mean, you know, when you are young, you are just invincible until the realities of life impact and then you say, okay, it happens to me too. So we utilize this violence prevention correctly. We use the one developed by Dr. Deborah Prothrow-Stith, a former Health Administrator for Massachusetts.

Again, the importance here is to have dialogues between the students and the facilitators. Why? Because what we have discovered is that many children and young adults do not have adult dialogue, in other words, a conversation between adults and them. We think that is important because if you don't have that, they have youth organizations that will gladly provide that. And when they do, it will not benefit society. It will not benefit the community. It will not benefit the individuals themselves.

We believe that through the use of this violence prevention curriculum, that perhaps we can raise consciousness. By that we mean some things that you do, some things you don't do. Even if you disagree with it, at least you have got an idea, and it serves as a discussion point.

From that, then we wanted to move into this idea of what we call peer mediation and conflict managers. Conflict managers in the elementary schools, peer mediation in the high schools. Why not empower young people to be able to resolve their own disputes? Isn't that the adult way? How can they learn if we never provide them with the opportunity to sit down and resolve problems among themselves? Isn't that empowerment? And that is something that needs to happen.

In Project Peace that was something that we wanted to do. Why did we—we really pushed the idea of mediation. I am absolutely a believer in mediation. Why? Well, in the world, don't we use mediation? If there is a dispute between two nations, don't they use a third party to intervene? Labor disputes, don't they use mediation? Isn't it a trend within the criminal justice law enforcement system to utilize mediation as opposed to going through the adversarial relationship within the court system because it is cheaper?

But most importantly, it allows individuals to participate in the resolution of their particular problem. It allows them the opportunity to establish an agreement among themselves that is long lasting.

We put that peer mediation underneath the disciplinarian within a school, because then it gives additional teeth. It is your choice. Either you deal with this, or you deal with this.

We don't use mediation for guns and we don't use mediation for drugs. We think that those require a higher level of consequence. And that is something that needs to be dealt with from a security point of view and a police point of view.

But most situations that you find in the school are what? Fights, arguments, he said—and that is confirmed by anybody in the schools, they will tell you. So we wanted to utilize the idea of peer mediation.

I think one of the benefits of peer mediation is that it allows young people to grow and develop. And I have seen this. It enhances their communication skills. It enhances their thinking skills. It enhances their problem-solving skills. And most importantly, if they have it, they take it back to the community. They take it back to their house. They take it back to their little brothers and sisters. So we think that it spills over into the community.

We believe that mediation needs to be popularized among the young, because just like—not a fad, that is a poor word, but it needs to become fashionable, it needs to become popularized. Because if it does, then young people will realize there are other means and mechanisms for the positive and productive resolution of disputes between them and their friends.

The next point in Project Peace, we really work to develop what we call peer leaders. We utilize an idea that is really a tradition that is thousands of years old, this idea of righteous passage. We use the model designed by Dr. Anthony Menza, who is from West Africa. He is a member of the Ikon people. And we saw tremendous—the times that we have done it, we saw tremendous changes within the kids.

What was the purpose here? It was to get them to deal with themselves. Who am I? What am I born to do? Where am I going? That is important. That is important. Because if a child does not know where they are going, then there are those who will recruit them and give them direction and give them purpose. They do that every day.

During the summer, many of the young people would have to attend a leadership development institute where we would work on their communication skills, their negotiation skills, but the carrot would be we would take them out on outings and expose them to areas beyond just their public housing communities, because many of these children are isolated within these public housing communities.

It is a known fact that in many—in Chicago, that there is Chicago and then there is public housing. And what people are trying to do now is integrate public housing into the overall city. And I would say it is probably like that in some other places.

We train staff to do grief counseling. You would not believe the children who are still grieving. Just imagine if someone came here in this hearing and shot up five or six people, and we all saw it, we all witnessed it, and we had—that action was put in our brains, and we would carry that memory for the rest of our lives.

And remember, now, these are children. We are adults. As adults, we would even have to struggle with this. Imagine what it is for a child. So grief counseling. That is something that we had to teach our staff how to deal with.

The point I am trying to make is that I think we must have within our schools a comprehensive approach that includes communities. We believe this requires a long-term effort, because if a kid has been doing this for 10 years, with full help of everyone in his environment, how can we just turn it over in six months? We have got to work with that child. We have got to work with him to turn that child around. Either we turn the child around on the front end or we will end up paying for that child on the back end. It is just a question of what our priorities are.

We believe that in any funding, there needs to be a requirement where the capacity—a capacity is built within that school that spills over in the community. We think that a strong strategy is this idea of community development.

In closing, I have laid out about eight recommendations. I think one of the most essential ones, the essential one is the idea and development of a funding of a "lighted schoolhouse" within public housing communities so as to provide an opportunity for adult education and youth recreational opportunities within their immediate areas, thus impacting the problem of young people saying they have nothing to do.

We would like to see a mechanism for technical assistance, because many times people do not know where to go to get the information or knowledge. If you have a mechanism for technical assistance, then there is a way of contacting individuals.

We think that there needs to be some type of health service for those children that we can identify early on in the schools, to deal with emotional problems, so that those emotional problems don't evolve into anger. We think that there needs to be a mechanism for technical assistance and funding to help local school councils, to help develop effective security measures, and to keep weapons from entering public schools.

I urge you to consider the problem that we have, because the most precious asset that we have as a Nation is at stake, and that is our young people and our youth who will step into our shoes some day.

Thank you.

Chairman KILDEE. Thank you very much, Mr. O'Connor.

[The prepared statement of Mr. O'Connor follows:]

R. OLOMENJI O'CONNOR

DEVELOPMENT MANAGER,

CHICAGO HOUSING AUTHORITY

To the Honorable members of the House Subcommittee on Elementary Secondary and Vocational Education, my name is R. Olomenji O'Connor. I bring you greetings from our Chairman, Mr. Vincent Lane, as well as, Mrs. Artensa Randolph, Chairwoman of The Central Advisory Council, the resident representative body. Moreover and perhaps most important, I bring greetings from the youth and children of public housing.

We are, indeed, honored to be able to share our views and opinions before this August body. We thank the Congressman from Illinois, the Honorable Bobby Rush and his staffer, Mr. Stan Watkins, for their facilitation in our being present before you today. I wish to speak from my experience as the Director of Resident Organization as well as the developer of Project Peace, a CHA Violence Prevention Model.

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PROBLEMS

Schools within urban areas were once thought of as havens for learning and development. A good education was seen as a means of assuring success later in the student's life. An yet, over the past decade, it appears that this notion is fast becoming a myth, instead these centers for learning are becoming cesspools of violence, drugs and gangs.

Per the 1991 National Crime Survey, there were an estimated 3,000,000 incidents of street crime committed on school property. Violence has become endemic within public schools across the nation. Consider the following:

1. 5,200 high school teachers were physically attacked, with 1,000 requiring medical attention.
2. 6,000 high school teachers had their possessions taken by force.
3. 525,000 attacks, robberies, intimidations occur per each month in public high schools.
4. A weapon was used in 70,000 violent crimes, 20,000 involving knives; 1,700 with guns.
5. 590,000 thefts involved $50 or more in value of goods plus cash.
6. 61,500 aggravated assaults with 25,000 with injuries.
7. 44,000 robberies; 8,700 with injury.
8. 300,000 simple assaults; 80,900 with injury.
9. Violence was so intensive in the Detroit Public School system, in 1987 classes in all twenty-three (23) high schools were closed for two (2) days to find ways and means of quelling student related violence.
10. Eight percent of urban junior and senior high school students missed classes for one or more days due to fear.

11. Per National Crime Survey, youths between the ages of 12 to 19 were victims of 1.9 million violent crimes, rapes, robbery and assaults and experienced 3.3 million crimes of theft.

12. Per the Department of Justice statistics, an estimated 430,000 bring some form of protection to school to prevent an attack against themselves, during a six-month period in 1988 and 1989.

13. Per the Center for Disease Control, a high student sample of 11,631 reveal that 19.6 had carried a weapon during the previous 30 days.

14. 280,000 assaults against students and 5,000 teacher assaults occur each month per the National Institute of Education's Violent School Safer Schools report.

15. National P.T.A. estimates 600 million is spent on replacing school property.

16. In 1987, California's statewide rate of school crime is estimated at 162,730 incidents of crime for that school year.

17. An assistant profession of psychiatry examined 1,000 teachers who exhibit the same stress symptoms as combat veterans.

18. In 1989, over 585,000 youth received some form of medical attention, due to injuries received as a result of student crimes.

19. During 1986, an estimated 1,840 youth were murdered, per the F.B.I.'s data. Additional 2,500 youth people died as a result of manslaughter incidents.

20. Over 9,000 children and young adults were hospitalized due to violent crimes.

21. "A Black male child who was born in California in 1988 is three times as likely to be murdered as he is to be admitted to the University of California." (Fortune's Special Issue, Spring 1990).

22. Per a study done by the School of Medicine of the University of Maryland, 23.5 percent of the study sample of a 167, had witnessed a murder. Further, 71.5 percent of the survey participants knew of some victim who had been shot.

23. Of two surveys conducted by the University of Maryland's School of Medicine, 22.9 percent of student participants had been threatened.

24. Per Health, United States 1991, over 38,999 blacks die between the years 1985 - 89 as a result of homicide.

25. The American Psychological Association's, Violence and Youth, homicide is the most common cause of death for young African American females and males. Further, this Commission reports that females possibilities for death by homicide are four times more likely than their non-black counterpart. The young male's potential by homicide is eleven time more likely than their non-black counter counterpart.

26. Children begin violent behavior at earlier ages.

27. Children can buy handguns on street corners in many communities.

Schools are the victims of community violence which spill over into once tranquil institutions of learning. This is one of the problems we seek to address in our organizing strategy. Therefore, violence and conflict cause a tremendous disruptive impact on both students and teachers. Further, this disruption creates an environment, which is not conducive for learning and teacher, but one of fear and fatigue. Such an environment is a factor of teacher turn-out and dampers student enthusiasm for classroom learning. This is especially true if the the pupil is the target of such attacks. Consider for a moment that young males are more likely to be targets of robberies and assaults than young female students. This is not to insist that young females have no problems. Quite the contrary, one out of eighteen girls were raped, 50 percent of crimes against young females are committed by someone known to them.

Within many public housing communities, there are rivalries between various developments, which produce incidents of conflict on site. But if these matters are not resolved within a public housing development, then it is "resolved at school. For example, the youth from one development may harass the students from another public housing community. Students from Ida B. Wells may become embroiled in conflict with students from Sentworth Gardens and so forth. If there is a conflict between Ickes and Dearborn, as well as, Hilliard and Robert Taylor, students will become involved in violent behavior against their peers. The cause for this war of harassment has generally more to do with what development a youth lives in rather than what his gang affiliation. Moreover, conflict may arise out of some minor issue such as a young man who may have danced with the wrong young women from a different development.

Another factor for violence is negative youth organizations better known as gangs who use schools or the areas around them as battlegrounds for unresolved conflicts. The basic point is that small incidents evolve into full scale confrontations which can and do cause a disruptions within our various schools, thereby resulting in death or injury.

We view violence as being multi faceted with different levels and degrees. There are many aspects to the problem of conflict. The first facet is the destructive - non-thinking attitudes which causes the perpetuation of this dangerous lethal behavior, that ends the human carnage one sees, hears, and reads about within the urban battleground. For example, per the Center for Disease Control, the majority of homicidal incidents are the results of inter personal conflicts between friends, families or acquaintances more than strangers.

The second aspect is an inability to resolve conflict in a skillful and productive manner, among friends, or acquaintances. Contrary to the popular view, more young people are destroyed by their friends, and acquaintances than by gang wars of their more insidious counterpart...drug wars. The main reason for this inability is the lack of skills necessary to resolve these situations in a productive manner. Per the Chicago Reporter's most recent report, it demonstrates that gang crime played a part in only eight percent of young black males being murdered since 1987, in Chicago.

The third facet is the lack of visible peer role models who buy into the notion of non-violent conflict resolution and demonstrate this in their behavior.

The fourth facet is the lack of organized non violent mechanisms which can facilitate peaceful resolution of disputes within the schools.

Will conflict be allowed to dominate an institution which has such a powerful effect on whether young Public Housing youth are to be successfully prepared to pursue their future? The answer must be no, but without the strong will of the governmental agencies, parents, students, and the general community at large, such conflicts will continue and escalate to the detriment of all. The answer is involvement...total involvement on all levels. It is the charge of concern persons, professional and community members to facilitate, collaborate ventures between community and government, educators and students, parents and religious communities in order that each of these institutions become a stake holder in the preservation of public housing and health. This is done through mentorship, community outreach and networking, as well as, community development activities. Educational sessions regarding high risk conditions for death by homicide should be organized. These sessions should outline what conditions are necessary to incite or trigger a homicidal episode. What are the conditions necessary to induce or trigger a homicide or violent episode? We know that not all violence ends in homicide, but a tremendous amount result in disabilities. In addition, it will be the charge of these sessions in its outreach efforts to familiarize the community with the role of substance abuse and violence. Clearly, there is a tremendous relationship between the two.

METHODOLOGY

Our approach should be one that is holistic and comprehensive. This methodology should be based on the following notions:

1. Violence is both complex as well as complicated, and expresses itself in many forms. The effects of a singular episode or consistent act of violent behavior is like a ripple in a pond. We don't know of all the end results.

2. Violent behavior impacts the community, victims and victimizers, their family, friends and bystanders in generating fear and mistrust which ultimately ends in a further erosion of the community social fabric.

3. Violence is learned as well as taught by families, communities and individuals.

4. Violence has patterns that when manifested, produce a high risk situation. For example: Alcohol + drinking + argument + handgun + leisure time + acquaintance = a high risk situation for homicide or violence. Fifty percent of all murders are alcohol related; either the victim or victimizer had been drinking.

5. Violent actions as a tool to resolve a problem is glorified and validated within our national media, i.e., TV and print media in addition to cinema movies.

This comprehensive approach to violence has five (5) facets:

1. The Violence Prevention Curriculum is used to raise consciousness among the student body. Such a curriculum is the basis for preventive education. This curriculum was designed by Dr. Deborah Prothrow-Stith, a former Health Commissioner for Massachusetts. The content is written from a health perspective, which we believe to be the best approach in resolving this problem.

   Students are sensitized to those basic elements which have the potential to cause violent situations. Further, students learn what aspects within their own behavior are of a high risk nature. This Violence Prevention Curriculum has been used in Boston schools as well as nationally. This curriculum is recommended in U.S. News and World Magazine special editions of "Why Kids Kill," April 8, 1994.

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METHODOLOGY - Cont'd.:

This tool is used primarily to educate and generate discussion. The education is accomplished by group dialogue using the Violence Prevention Curriculum as a centerpiece.

The intention of this curriculum usage is to develop a higher level of understanding related to violence and violent behavior. The Violence Prevention Curriculum is a nationally recognized curriculum.

2. Once a basic consciousness is raised, a mechanism must be developed in which students are empowered to resolve their own disputes, with assistance and the encouragement of authority figures, or significant others. This is the basic function of the Conflict Managers Program and Peer Mediation. Further, students must learn various methods of resolving conflict between themselves. This is the purpose of the Conflict Resolution Skills Building Sessions. Generally, Peer Mediation Programs have been quite successful with various public school systems across the country.

   The Conflict Managers Program is used in San Francisco schools, where peers defuse conflicts in the elementary schools and/or playgrounds. This program is of national prominence. Peer Mediation is the resolution of conflict through mediation performed by the students themselves, which is reinforced and monitored by the school disciplinarian. Once again, this format is being used all over the country within progressive schools.

3. Peer Leaders will provide students with a concrete example of these methods. This is the objective for the Peer Leadership Training. This model wishes to develop the natural youth leadership, who would buy into this program's vision, philosophy and values. These leaders would learn leadership skills, critical thinking and mediation. It is our belief if these leaders are effective and capable, other students will learn from their behavior. Peers have a tremendous effect upon peers. Why not develop young people who could influence their equals within the school and provide an example of productive problem resolution? Further, if today's youth are not given an opportunity to develop certain skills, how will they fare as tomorrow's adults?

METHODOLOGY - Cont'd.:

4. The Mentorship Program provides a profound avenue and opportunity for unlimited community involvement as well as the provision of additional needed human resources in the struggle for positive character development of public housing youth within the selected schools.

   Our chief task is to extend an arm of support and guidance to our youth who are swimming upstream against the strong currents of high risk impediments which assist in the strangulation of their general development as well as the future of public housing communities. There exists negative forces which are ready, willing and strongly committed to the corruption of our youth. Youth are, generally, searching for purpose and direction within their lives. The work we do today will determine tomorrow's future harvest. Mentors should be drawn from the community, and various pools of professionals and organizations.

5. Staff should provide grief counseling for young children and/or high school students as needed. Such a service is necessary for those young people who have been traumatized by a violent occurrence within their school. Such services are performed on site by a team of mental health professionals, clergy, etc., who are organized to provide support for the grieving student body. Further, a network of mental health agencies to help facilitate the healing process should be developed.

6. Early intervention must be available for youth who are experiencing a problem dealing with conflict in an effective manner. This intervention would include anger control counseling, as well as group work with peer co-facilitators. Such training is a part of the peer helping structure. A Mental Health Center should be asked to consent to assist in this venture. If need be, follow-up and follow-through with the child's parent will occur by program staff.

The comprehensive approach is consistent with the ten (10) recommendations of the American Psychological Association of Violence and Youth, and other concerned professional groups.

(10)

RECOMMENDATIONS FOR THE REDUCTION OF VIOLENCE WITHIN PUBLIC HOUSING COMMUNITY SCHOOLS

(1). The establishment of community policing with a special emphasis on high risk school sites during the arrival and departure of students, particularly along various common routes taken to and from their schools.

a. The development of parent/tenant patrols which monitor and provide safety assistance to children of elementary schools during student arrival and departure, especially along various high risk routes to and from their educational centers.

(2). The development and funding of "Lighted School Houses" within public housing communities so as to provide adult education and youth recreational opportunities within their immediate neighborhood areas, thus impacting the problems of young people having "nothing to do".

(3). The allocation of resources that allow public school systems to provide services, i.e., counseling or group work for those youth and/or children who have been traumatized by a violent crime within public housing communities.

(4). The allocation of resources for the development of violence prevention programming and services which emphasize mediation, conflict management, and the teaching of communication skills within elementary schools located in public housing communities.

a. The allocation of resources for violence prevention programming and services for high schools which serve public housing communities.

(5). The development and funding of a technical assistance mechanism within the Department of Education and/or the Department of Justice which will enhance the growth and development of effective violence prevention services and programming.

(6). The development and enhancement of health services in order to forward those early identified youth and children who have demonstrated a lack of emotional control, to receive vital therapy and group work services.

(7). The inclusion of violence prevention curriculums within the public school systems in order to firmly educate children and youths as to high risk situations which, if involved, could result in death, violence, etc. This type of education should address itself to removing the myths of, "It cannot happen to me".

(8). To provide technical assistance and funding to help local school systems develop effective security measures to prevent weapons from entering into public schools.

(12)

SCHOOL CRIME AND VIOLENCE STATISTICAL REVIEW

COURTESY OF

NATIONAL SCHOOL SAFETY CENTER
PEPPERDINE UNIVERSITY
MALIBU, CA 90263

APPENDIX #1

Notable School Crime and Violence Statistics

1994: National School Boards Association
Best Practices Series
***Violence in the Schools:** How America's School Boards Are Safeguarding Your Children*
Contact Information: Kristen J. Amundson, Author
National School Boards Association
1680 Duke Street
Alexandria, VA 22314
703-838-6722

720 affiliate school districts responded to this survey.

- 82% of schools report increasing violence over last 5 years.
- 60% reported weapons incidents.
- Three-fourths reported that their school had dealt with violent student-on-student attacks last year, 13% reported a knifing or shooting.
- 15% of schools report the use of metal detectors.
- Respondents report using the following methods for dealing with violence:
    - 78% - suspension
    - 76% - student conduct/discipline code
    - 73% - collaboration with other agencies
    - 71% - school board policy
    - 66% - alternative programs at schools
    - 62% - staff development
    - 61% - conflict resolution/mediation training/peer mediation

1993: National Institute of Justice
Office of Juvenile Justice and Delinquency Prevention
Gun Acquisition and Possession in Selected Juvenile Samples
Contact Information: *Research in Brief, December 1993*
Juvenile Justice Clearinghouse
1-800/638-8737

This study of juvenile possession of firearms is drawn from voluntary questionnaires anonymously completed by 835 male serious offenders incarcerated in 6 juvenile correctional facilities in 4 states and 758 male students in 10 inner-city schools near the facilities. Both students and inmates came from environments marked by crime and violence. Because the study focused on serious juvenile offenders and students from schools in high-risk areas, the results are not generalized to the entire U.S. population.

- 83% of inmates and 22% of the students possessed guns.
- 55% of inmates carried guns all or most of the time in the year or two before being incarcerated, 12% of the students did so, with another 23% carrying guns now and then.
- The firearms of choice were high quality, powerful revolvers, closely followed by automatic and semiautomatic handguns and then shotguns.
- Most of those surveyed thought it would be easy to acquire a gun. Only 13% of inmates and 35% of students said it would be a lot of trouble or nearly impossible.
- When asked how they would get a gun, 45% of the inmates and 53% of the students would "borrow" one from family or friends; 54% of the inmates and 37% of the students said they would get one "off the street."
- The main reason given for owning or carrying a gun was self-protection.

1993: Cognosys Corporation
"School-based Violence: Growing problem in all schools, not just inner-city"
Contact Information: Bayard Brewin
Cognosys Corporation
[illegible] West Durham Street
Philadelphia, PA 19119
215/247-7890

Survey of 3,324 schools nationwide conducted during Spring 1993 found school violence to be a significant and growing problem across all U.S. school populations, regardless of ethnic composition, population size and school location. The survey requested each respondent to assess their school's progress in dealing with the issue of violence across seven specific categories and three response strategies, including conflict between ethnic groups and gangs, the absolute and relative rates of student dismissals and suspensions as a result of school violence, and the community's involvement in resolving the problem. The assessment was two-part: whether the category was a "small" or "large" problem at their school during the 1993 school year, and whether it was "improving" or "worsening" during the 1993 school year as compared to the previous year. Respondent schools reported falling progress in turning back the tide of in-school violence, regardless of category.

- Most common transgressions were individual violence between students (reported as a problem by 89% of the overall respondents and as a large one by 20%).
- Least common transgressions were violence by groups of students against teachers (30%).
- Most schools did report present and increasing problems involving other forms of violence, including gang violence and incidents between members of different ethnic groups.
- The majority of schools reported little call or need for school/parent or school/community meetings on the subject of school violence.

1993: *USA WEEKEND*
National Association of Secondary School Principals

Contact Information: *USA WEEKEND*
Leslie Ansley, Reporter
1000 Wilson Blvd
Arlington, VA 22229

The results of this unscientific survey are based on the written answers of 65,193 sixth through twelfth-graders who responded individually or as classes to a questionnaire printed in the April 23-25, 1993 issue of USA WEEKEND, in the Classline Today teaching plan, and distributed by the National Association of Secondary School Principals. The results of the survey appeared in the August 13-15, 1993 issue of *USA WEEKEND*.

- Overall, 37% of students don't feel safe in school.
- 50% know someone who switched schools to feel safer.
- 43% of public school students avoid school restrooms, 20% avoid hallways, and 45% avoid the school grounds.
- 26% of girls and 49% of boys were hit during the previous year at school.
- 27% of girls were harassed during the previous year.
- 63% of students say they would learn more if they felt safer.
- 47% say teachers spend at least half of their class time disciplining students.
- 55% of students in grades 10-12 know weapons are regularly carried to school.
- 79% say violence is caused by "stupid things like bumping into someone." Followed by, in order: boyfriend-girlfriend disputes, outsiders, racism and gangs.
- 42% think the single best safety improvement would be to send bad kids to special schools.

1993: Gallup Organization and Phi Delta Kappan
"25th Annual Gallup Poll of the Public's Attitude toward the Public Schools"

Contact Information: Gallup Organization - 609/924-9600
Phi Delta Kappan - 800/766-1156

Survey polled 1,306 adults (those over the age of 18) during May and June 1993.

- For the third year in a row, highest priority was assigned by the respondents to the sixth national goal for education: making sure that, by the year 2000, every school is free of drugs and violence and offers a disciplined environment conducive to learning.
- Lack of school funding followed by drug use and lack of discipline are the most frequently mentioned problems with which the local public schools must deal.
- In the past 25 Gallup polls, lack of discipline was cited as one of the top problems facing public schools, and as the No. 1 problem for 18 of the 25 polls.

1993: Centers for Disease Control
Morbidity and Mortality Weekly Report
"Violence-Related Attitudes and Behaviors
of High School Students — New York, 1992"

Contact Information: Editor, MMWR Series
Mailstop C-08
Centers for Disease Control and Prevention
Atlanta, GA 30333
404/332-4555

A self-administered questionnaire was given to a representative sample of students in grades 9 - 12 in the New York City Public Schools during June 1992. In addition to the following statistics, the survey also measured violence-related attitudes with regard to effective ways to avoid fights.

- 35.1% of the students reported being threatened with physical harm, and 24.7% were involved in a physical fight anywhere including home, school and neighborhood.
- 21% of the students reported carrying a weapon such a gun, knife or club anywhere one or more days during the 30 days preceding the survey; 16.1% reported carrying a knife or razor, and 7% reported carrying a handgun.
- Rates for violent and potentially dangerous behaviors were substantially lower inside the school building and when going to or from school: being threatened, 14.4%; carrying a weapon, 12.5%; carrying a knife or razor, 10%, being involved in a physical fight, 7.7%; and carrying a handgun, 3.7%.
- Students who attended schools with metal detector programs (18%) were as likely as those who attended schools without metal detector programs to have carried a weapon anywhere but were less likely to have carried a weapon inside the school building (7.8% versus 13.6%) or going to and from school (7.7% versus 15.2%).

1993: Metropolitan Life Insurance Company
The Metropolitan Life Survey of The American Teacher, 1993:
Violence in America's Public Schools
Contact Information: Louis Harris and Associates, Inc.
630 Fifth Avenue
New York, NY 10111
(212) 698-9600

This national survey polled 1,000 teachers and 1,180 students in grades 3-12 and 100 police officials during the fall, 1993.

- 23% of students and 11% of teachers have been victims of violence in and around schools.
- Boys were twice as likely as girls to have been victims of violence (30% to 16%).
- About 22% of boys and 4% of girls said they had carried guns or knives to school.
- 6% of the boys and 1% of the girls said they had threatened someone with a knife or gun in or near school.

1993: Metropolitan Life Insurance Company
The Metropolitan Life Survey of The American Teacher 1993
Teachers Respond to President Clinton's Educational Proposals
Contact Information: Louis Harris and Associates, Inc.
630 Fifth Avenue
New York, NY 10111
(212) 698-9600

This survey is based on interviews with a nationally representative sample of 1,000 teachers, conducted from January 25 through February 8, 1993.

- 55% of teachers think the federal government should consider putting more police officers on the streets in high-crime areas where schools are located.
- A majority of 54% of teachers think the government should hire more security personnel at violence-ridden schools.
- 86% of teachers think that parents should be penalized through fines or some other mechanism if they allow their child to be chronically truant.
- A majority of teachers (54%) say their highest priority in public education policy in the next few years should be strengthening parents' roles in their children's education.

1993: The Harvard School of Public Health and the Joyce Foundation, Chicago, Illinois
A Survey of Experiences, Perceptions, and Apprehensions
about Guns Among Young People in America
Contact Information: The Joyce Foundation
312/782-2464

LH Research
1270 Avenue of the Americas
New York, NY

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Between April 19 and May 21, 1993, 2508 students were surveyed in 96 public and private elementary, middle and senior high schools (grades 6 - 12).

- 15% say they have carried a handgun on their person in the past 30 days, and 4% say they have taken a handgun to school this past year.
- 9% say they have shot a gun at someone else
- 11% say they have been shot at by someone with a gun during the past year.
- 22% say they would feel "safer" having a handgun on their person if they were going to be in a physical fight.
- 39% know someone personally who has either been killed or injured from gunfire.
- 59% say they could get a handgun, "if I wanted one." Two in three who know where to get a handgun say they could get one within a 24-hour period.

1993: National Rifle Association
Luntz Research and Strategic Services
Contact information: Mike Dabadie, Luntz Research and Strategic Services
1000 Wilson Blvd., Suite 950
Arlington, VA 22209
703/358-0080

The survey, conducted during June 1993 by a Washington based political polling firm and commissioned by the National Rifle Association, was based on responses by 1,000 adults, 40% of whom had children under age 18 living with them.

- 31% of adults surveyed agreed that they worry about gun violence as they send their children off to school.
- 20% of those surveyed said their children had expressed concerns about the presence of guns in their schools.
- 12% said their children were less eager to attend school because of their fears for physical safety.
- 11% said their children had reported seeing a handgun in school.

1993: National Institute on Drug Abuse
University of Michigan Institute for Social Research
"National High School Senior Survey - Monitoring the Future"
Contact Information: National Institute on Drug Abuse - 301/4436245
Institute for Social Research, University of Michigan - 313/763-5043
National Clearinghouse for Alcohol and Drug Information - 800/729-6686

Approximately 2,600 seniors in approximately 120 to 140 public and private high schools throughout the U.S. except Hawaii and Alaska respond to this survey each year. This one is the 17th in an annual series begun in 1975

- The proportion of high school seniors who said they had used drugs within the last year dropped to the lowest figure since the surveys began (27%).
- Current use of cocaine by high school seniors decreased from 2.8% in 1989 to 1.3% in 1992.
- Lifetime prevalence rates for crack are down significantly to 2.6% in 1992. The figures for 30-day prevalence are 1.3% in 1987, 1.6% in 1988, 0.7% in 1991, and 0.6% in 1992.
- 17.2% of high school seniors are daily smokers.
- 51.3% of high school seniors had used alcoholic beverages in the last month.

1993: Center to Prevent Handgun Violence
Kids Carrying Guns: Loopholes in State and Federal Firearms Laws
Contact Information: Dennis Henigan
Center to Prevent Handgun Violence
1225 Eye Street, NW, Suite 1100
Washington, D.C. 20005
202/289-7319

The Legal Action Project of the Center to Prevent Handgun Violence reviewed state laws to determine if the states of Arizona, Kansas and Colorado were unique in permitting open possession of guns by minors. The study concentrated on handguns because of the high use in crime and their popular appeal to juveniles. Major findings include:

- Although many states limit the carrying of concealed weapons, the majority of states fail to ban the *open possession* of handguns by all persons under 21.
- Only 13 states and the District of Columbia directly prohibit all minors under 21 from openly carrying handguns.
- 15 states prohibit the open possession of handguns by those 17 and under but permit open carrying by 18 to 20-year-olds even though the murder arrest rate for 18 and 19 year olds is higher than for any other age group.

- The remaining 22 states permit the open carrying of handguns by some or all persons under 18.
- There is no federal prohibition on open carrying or possession of handguns by minors.

1993 **"Washington State Survey of Adolescent Health Behaviors, 1988-1992" (WSSAHB)**

Contact information: Marilyn Jones 206/664-9219 Kathleen White 206/753-3237
Office of Superintendent of Public Instruction Washington State Department of Health
Old Capitol Building, PO Box 47200
Olympia, WA 98504

The results of the statewide survey are based on the responses from 15,463 students in grades six, eight, ten and twelve in 144 urban and rural schools. The WSSAHB combines items from two previous surveys: The Survey of Substance Abuse Among Public School Students in Washington (1988 and 1990) and the Youth Risk Behavior Survey of the national Centers for Disease Control.

- 25% of the students had carried a weapon during the past month for self-protection or because they thought they might need it in a fight.
- 25% of the students had ever carried a weapon to school.
- 16% of the sixth-graders, 19% of the eighth-graders, 16% of the tenth-graders and 13% of the twelfth-graders reported that they recently had been in a fight that resulted in injured that had to be treated by a doctor or nurse.

1992 *The Executive Educator* and Xavier University
"The violence at your door"

Contact information: *The Executive Educator*
National School Boards Association
1680 Duke Street
Alexandria, VA 22314
(703) 838-6722

The Executive Educator's exclusive national survey was conducted by a research team from Xavier University, Cincinnati, Ohio. The study, which analyzed responses from 1,216 school executives, reveals their perceptions of violence in their own districts, in neighboring communities and in the nation at large. Administrators reported:

- Although the increase in violent acts in schools is widespread, it is generally considered highest in the Southeast.
- Low-achieving students are the most likely perpetrators of school violence.
- A lack of parental involvement contributes strongly to school violence.
- As these educators report, school violence has increased to a much greater degree in the nation as a whole than it has in their own districts. 97% of the respondents think school violence has increase across the nation in the last 5 years. Nearly two-thirds say school violence in neighboring districts has increased in the last 5 years, and only about 40% think violence has increased in their own districts in the last 5 years.
- School administrators report that the number of acts of violence committed by students has grown.
- Respondents predicted an increase in school violence during the next 2 years.

1992 Commonwealth of Virginia
"1992 Youth Risk Behavior Survey Report" and
"Report on Acts of Violence and Substance Abuse"

Contact information: Virginia Department of Education
P.O. Box 6-Q
Richmond, VA 23216
804/225-2928

The 1992 Youth Risk Behavior Survey was conducted among 1,640 students in grades 9 through 12 during the spring of 1992 to ascertain the prevalence of health-risk behaviors among Virginia's high school-aged students.

- 39.3% of all male students surveyed carried weapons in the past month.
- 49.4% of ninth- and tenth-grade males and 41.5% of the eleventh- and twelfth-grade males reported being in at least one physical fight in the past 12 months.

The Virginia Department of Education assembled an interdisciplinary team to develop and distribute a survey document on acts of violence and substance abuse in Virginia's schools. The 1991-92 academic year was the first year this data was collected by the department.

- Incidents of weapons possession, illicit drug possession, tobacco possession and referrals for substance abuse programs peak during the middle school years.

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- Total incidents of weapons possessions is nearly equal the total incidents of alcohol and illicit drug possession combined.
- Fights between students are the most frequently occurring incidents of violence.

1990-91: **State of Vermont**
"Vermont Schools, Foundation fro Prevention: Student Perspectives on Drug and Alcohol Abuse, 1990-91 Academic Year"
Contact Information: State of Vermont
Office of Alcohol and Drug Abuse Programs

This report is a profile of Vermont students, based on information gathered in February 1991, in a student survey using the Primary Prevention Awareness, Attitude and Usage Scales. The survey was funded by the Vermont Agency of Human Services, Office of Alcohol and Drug Abuse programs. 3,972 eighth-, tenth- and twelfth-grade students completed the questionnaire.

- 8% of students report skipping school without an excuse.
- 9% of students report being sent from the classroom at least once a month.
- 5% report stealing at least once a month.
- 4% report vandalizing school property at least once a month.
- 22% of the eighth graders and 14% of the tenth- and twelfth-graders think that their decisions about using substances are positively influenced by school policy.

1991: Bureau of Justice Statistics
"School Crime: A National Crime Victimization Survey Report"
Contact Information: Bureau of Justice Statistics
Office of Justice Programs
U.S. Department of Justice
202/307-0784

Based on a nationally representative sample of more than 10,000 young people who were interviewed from January through June 1989 who had attended public or private school during any time during the 6 months preceding the survey. Responses refer to the 6-month time period prior to the survey.

- More than 400,000 students 12 to 19 years old were estimated to have been victims of violent crimes at school.
- 7% of all students were property crime victims, and 2% were victims of violent crime — primarily simple assaults.
- An estimated 430,000 students (2% of all students) had at least once taken something to school to protect themselves from attack or harm. This includes guns, knives, brass knuckles, razor blades, spiked jewelry and other objects capable of hurting an assailant.
- 15% of the students reported there were gangs in their schools.
- 16% said that a student had attacked or threatened a school teacher.
- 6% reported that they avoided places in or around the school property because they thought someone might attack or harm them.
- Among the students who said gangs were or might be found in their schools, 37% said gang members never fought at school, 19% said there were gang fights once or twice a year and 12% said there were gang fights at least once a week.

1991: Bureau of Justice Statistics
"Teenage Victims: A National Crime Victimization Survey Report"
Contact Information: Bureau of Justice Statistics
Office of Justice Programs
U.S. Department of Justice
202/307-0784

This report presents information on crimes of violence and theft collected by the National Crime Survey (NCS) from 1985 to 1988. The NSC obtains information about crimes, included those not reported to the police, from individuals age 12 or older in a nationally representative sample of households.

- From 1985 to 1988, persons age 12 to 19 were victims of 1.9 million crimes of theft annually. Teenagers were much more likely than adults to be victims of crimes of violence. On average, every 1,000 teenagers experienced [illegible] violent crimes each year, compared to [illegible] of every 1,000 adults age 20 or older.
- About one-half of all violent crimes and 63% of crimes of theft against teens age 12 to 19 took place on the street, in a school building or on school property. Street crimes were 3 times more likely than crimes in school buildings to have been committed by an offender with a weapon (37% versus 12%).

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- Adolescents age 12 to 15 were about twice as likely as older teens to experience crimes in a school building or on school property. About 37% of violent crimes and 81% of crimes of theft against younger teenagers occurred at school, compared with 17% of the violent crimes and 39% of the crimes of theft against older teens.
- Police reporting rates for violent crimes against teenagers were much higher for incidents that occurred on the street than for those at school. About 37% of violent crimes that occurred on the street were reported to the police, compared with 9% of violent crimes that took place in school buildings and 22% of those on school property.
- Many crimes taking place in school may not have been reported to the police because school officials had been notified and had resolved the incidents. For 37% of the violent crimes in school buildings and 32% of those on school property, the police were not called primarily because the crime was reported to someone else, compared to 5% of street violent crimes.

1991: Illinois Criminal Justice Information Authority
"Trends and Issues 91"
Contact Information: Illinois Criminal Justice Information Authority
120 South Riverdale Plaza
Chicago, IL 60606
312/793-8550

Survey asked almost 2,700 students and 1,300 teachers in 31 public high schools across Illinois about crime and victimization levels in their schools and communities during the 1989-90 school year.

- 1 in 12 public high school students in Illinois reported being the victim of a physical attack in school or on the way to or from school. Almost twice that many has escaped an attempted assault. Most of these assaults were not serious and weapons were rarely used. However, 8% of victims did report being cut and 4% reported being shot.
- 1 in 12 Illinois students sometimes stayed home from school for fear that someone would hurt or bother them.
- 44% of the students and one-fourth of the teachers surveyed indicated that their school was either less safe than or as unsafe as the neighborhood it was in.
- Students were found to be at greater risk for assault, robbery and theft in the school itself than in the adjacent neighborhood while going to and from school.
- Suburban students reported higher theft and assault rates than did students from large Illinois cities.
- Theft was the most common crime reported in the survey, with 22.% of the students and 28.5% of the teachers being victimized during the 1989-90 school year.
- Almost one-third of the students said they had brought a weapon to school for self-protection at some times during their high school career. 5.3% said they had brought a gun to school.
- One in 11 teachers reported that a student had threatened to hurt them during the past month. More than half, 52.9%, reported that a student had directed an obscenity at them, and one-third, 32.4%, reported that a student had made an obscene gesture at them.
- School crimes against both students and teachers are often not reported to any authorities. Nearly one-third of student robberies, one-quarter of thefts and 40% of assaults were not reported. Among teachers, 18% of robberies, 40% of thefts and 25% of assaults were not reported.

1990: Texas A&M University
"Rural Communities Near Large Metropolitan Areas: Safe Havens from Adolescent Violence?"
Contact Information: Paul M. Kingery
Texas A&M University
College Station, TX 77843
409/845-1756

Participants in the study were 1,004 eighth- and tenth-graders from 23 small Central Texas communities.

- More than one-half of the boys (53.2%) and one-fifth (20.5%) of girls reported having been in at least 1 physical fight involving weapons during the previous year. One fifth of boys and 6.4% of girls said they had been in 3 fights.
- One-fourth of the students said they had carried a weapon at school in the past year.
- Slightly more than 6% of the boys said they had carried a handgun and 1.6 % said they had carried one nearly everyday.
- [illegible] of the students said they could get a handgun if they wanted to.
- While at school or on a school bus during the previous year, 34.1% of students reported having been threatened with bodily harm thought not actually hurt, 15.2% claimed that they had something taken from them by force or

threat of bodily harm, 14.1% said they had been physically attacked and 6.8% admitted that someone tried to force them to have sex when they did not want to.

- More than half of the surveyed students said they had not received instruction in school on ways to avoid fighting and violence.
- Students in the survey believe they should fight if someone hits them (76.6%), hurts someone they care about (74.2%), insults their family (58.6%) or breaks something they own on purpose (53.1%).
- More than 20% felt that threatening to use a weapon would help prevent fights. Nearly 17% thought "acting tough" would deter altercations.

1990: Center to Prevent Handgun Violence
"Caught In the Crossfire: A Report on Gun Violence In Our Nation's Schools"
Contact Information: Center to Prevent Handgun Violence
1225 Eye Street, NW, Suite 1100
Washington, D.C., 20005
202/289-7319

The information from the report was abstracted from more than 2,500 school violence-related news stories recorded in newspapers across the nation during the four year period between September 1986 and September 1990.

- At least 71 people — 65 students and 6 school employees— have been killed with guns at school; another 201 were severely wounded; and 242 individuals were held hostage at gunpoint.
- Shootings or hostage situations in schools have occurred in at least 35 states and the District of Columbia.
- Males are most frequently the offenders (93%) as well as the victims (76%).
- Schoolchildren ages 14-17 are most at risk of gun violence at school.
- Gun violence in schools occurs most often in hallways (25%) and in classrooms (19%).
- Gang or drug disputes were the leading cause of school gun violence (18%). Long-standing arguments (15%), romantic disagreements (12%), fights over material possessions (10%) and accidents (13%) are also common.

1990: Youth Risk Behavior Surveillance System
"Youth Risk Behavior Survey"
Contact Information: Morbidity and Mortality Weekly Report
Mailstop C-08
Centers for Disease Control
Atlanta, GA 30333
404/332-4555

The 1990 national school-based survey is a component of the Youth Risk Behavior Surveillance System, which periodically measures the prevalence of priority health-risk behaviors among youth through comparable national, state and local surveys. The survey polled a representative sample of 11,631 students in grades 9 - 12 in the 50 states, the District of Columbia, Puerto Rico and the Virgin Islands.

- Nearly 20% of all students in grades 9 - 12 reported they had carried a weapon at least once during the 30 days preceding the survey (not necessarily to school).
- Male students (31.5 %) were significantly more likely than female students (8.1%) to report having carried a weapon.
- Hispanic (41.1%) and black (39.4%) male students were significantly more likely to report having carried a weapon than were white (28.6%) male students.
- Of the students who reported having carried weapons during the 30 days preceding the survey, 25% said they did so only once; 32.2% said 2 or 3 times; 7.4% said 4 or 5 times; and 35.5% said 6 or more times.
- Nearly 8 % of all students in grades 9 -12 reported that, during the 30 days preceding the survey, they had been in at least on physical fight that resulted in an injury requiring treatment by a doctor or nurse. Of these students, 53.3% said they had fought 1 time; 27.8%, 2 or 3 times; 10.1%, 4 or 5 times; and 10.1%, 6 or more times.
- Male students (12.2%) were significantly more likely than female students (3.6%) to report having been in a fight.

1989: Gallup Organization
Phi Delta Kappa
"The Second Gallup Phi Delta Kappa Poll
of Teachers' Attitudes toward the Public School."
Contact Information: Gallup Organization - 609/924-9600
Phi Delta Kappan - 812/339-1156

states and the District of Columbia.

- A majority of teachers (56%) would like to have the right to paddle misbehaving youngsters, despite outright bans on corporal punishment in many states and school districts
- 34% mentioned lack of parental interest and support as the biggest obstacle to improving public education.
- Half of the teachers view student discipline as either a very serious or a fairly serious problem.
- 57% of the teacher respondents said drug use among students is either a very serious or fairly serious problem in the public schools in their communities.
- 43% indicated that student discipline problems are among the main reasons for teachers leaving the profession.

1989: American Federation of Teachers
Survey of Teacher Union Leaders on Teen-age Violence
Contact Information: American Federation of Teachers
202/879-4458

Survey was conducted during the summer 1989. Those polled include representatives of AFT's 50 largest union locals across America, the 43 presidents of state AFT units and AFT's national 38-member executive council.

- Top 5 causes of teen-age violence cited by teacher union leaders surveyed were drug trafficking (83%), ease of access to drugs (82%), ease of access to guns (65%), lack of parental supervision (63%), and lack of employment opportunities (48%).
- Of those surveyed, more than 80% felt that teen-age violence is a bigger problem today than it has been in the past. Only 17% felt that the size of the problem has not changed.
- The most disheartening results of the survey are concerned with the percentage of teachers and students who had been victims of teen violence. Over two-thirds (67%) of those surveyed said that members of their union had been victims of teen violence. Also, more than two-thirds (68%) said that students they had worked with had been victims of violence committed by teenagers.
- Just under one-half of the respondents said they believe that metal detectors should be installed in public schools, but nearly all of them said schools should employ security guards.

1988: Florida School Boards Association, Inc.
Florida Association of School Administrators
"Weapons/Firearms on School Property Survey"
Contact Information: 203 South Monroe Street
Tallahassee, FL 32301
904/224-1374

The Florida Schools Boards Association surveyed of 66 Florida school districts regarding weapons confiscations/incidents on school property during the 1986-87 and 1987-88 school years.

- The weapon most frequently in a student's possession as compared to 5 other types of weapons was knife. (Other types include guns, chains, brass knuckles, billy clubs and pointed objects)
- Students' sources for obtaining weapons/firearms include the student's residence (85.7%); friend or relative residence (8.3%); stolen (1.6%); and various other sources (4.4%).
- The prevalent form of punishment by school officials for students involved in a confiscation/incident was suspension (4,326 cases). Expulsion (795 cases) and reprimand (1,018 cases) were 2 other forms used by school district officials.

1987: American School Health Association
Association for the Advancement of Health Education
Society for Public Health Education
"National Adolescent Student Health Survey"
Contact Information: National Alliance for Health, Physical Education, Recreation and Dance
Publication Sales
800/321-07989

Approximately 11,000 eighth- and tenth graders from a nationally representative sample of more than 200 public and private schools in 20 states participated in the study during the fall 1987.

- One-half of the boys and 28% of the girls were in at least 1 [illegible]
- One-third reported someone threatened to hurt them, 14% were robbed and 13% reported being attacked while at school or in a school bus.
- 41% of the boys and 24% of the girls reported they could obtain a handgun if they wanted one

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23% of the boys reported having carried a knife to school at least once during the past year; 7% said they carry a knife to school on a daily basis.

- 3% of the boys reported having carried a handgun to school at least once during the school year; 1% reported carrying a handgun on a daily basis.

1987: Office of Educational Research and Improvement
"Public School Teacher Perspectives on School Discipline"

Contact Information:
U.S. Department of Education
Office of Educational Research and Improvement
Center for Education Statistics
Fast Response Survey System
202/357-6761

Data reported in this survey were collected by means of a mail survey of 1,547 elementary and secondary school teachers between October of 1986 and January 1987.

- 44% of teachers in public schools reported there was more disruptive classroom behavior in their schools in 1986-87 than 5 years before. Teachers in elementary (53%) more frequently reported that disruptive behavior had increased than did teachers from middle-junior high schools (42%) and from senior high schools (34%).
- 29% indicated that they had seriously considered leaving teaching because of student misbehavior, and 17% reported they had seriously considered leaving in the last 12 months.
- Most teachers reported that student behavior interfered with their teaching to a small extent (50%). 27% stated that student misbehavior greatly interfered with effective learning.
- Teachers in urban schools more frequently reported that student misbehavior interfered with their teaching to a great extent (24%) than did teachers in rural schools (8%).
- Teachers estimated that, on the average, about 7% of the students they taught were habitual behavior problems.
- Almost 20 % of teachers indicated that they had been threatened at some time, and 8% had been threatened in the last 12 months.
- 8% (152,000) indicated that they had been physically attacked by students in their schools at some time, and 2% (38,000) had been attacked in the last 12 months. (Types of behavior included under physical attack may range widely.)
- Factors limiting the ability of teachers to maintain order within their schools: most frequently rated factor was lack of alternative placement (39%) and lack of student interest (38%). Teachers rated both teacher and principal/administrator fear of being sued as a major factor limiting their effort to maintain order. 17% of teachers rated administrator fear of being sued and 14% rated teacher fear of being sued as greatly limiting their effort to maintain order.
- 34% regarded their schools' discipline policy as not strict enough; 28% regarded the policy as not comprehensive enough; and 50% indicated it was not consistently applied.
- Actions rated as "very productive" in improving school discipline by a majority of respondents were: increased student self-discipline developed at home"(74%), smaller classes (53%), and increased parental support (62%).

1986 - 1987: U.S. Bureau of the Census for the U.S. Bureau of Justice Statistics
"National Crime Survey for 1986"
"School Crime: Annual Statistical Snapshot"
"Kids and Crime," School Safety Newsjournal, Spring 1988

Contact Information:
James Weizel
Center for Demographic Studies
U.S. Department of the Census
U.S. Department of Commerce
Washington, D.C. 20233 301/763-7720

- According to the 1986 and 1987 National Crime Survey, nearly 3 million incidents of attempted or completed [illegible] crime (assault, rape, robbery and theft) took place inside schools or on school property.
- The vast majority of crimes against person were thefts. During 1987, almost 2.5 million thefts in or around schools were reported by National Crime Survey respondents.
- Almost 465,000 violent victimizations occurred in or around schools during 1987. Among these were 75,900 aggravated assaults ([illegible] with injury), [illegible] robberies (22,810 with injury), and almost 350,000 simple assaults (nearly 110,000 with injury).
- Even though the school-age population had declined markedly since 1982, the number of violent crimes has remained high, ranging from a low of about [illegible]

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- 1 in 6 youths between the ages of 12 and 19 was the victim of a street crime during 1986 compared to abou 9 adults.
- 1 out of 18 youths was assaulted, robbed or raped during 1986.
- One-half or more of the attempted and completed violent crimes against girls and 12 to 15-year-old boys we committed by someone known to them.
- Only about one-third of all violent crimes committed or attempted against youths during 1986 were reported the police.
- Murders of school-age youths (5 to 19 years of age) totaled 1,840 during 1986, according to the FBI.
- 1 out of every 25 persons arrested for a violent crime and 1 in 8 persons arrested for a property crime was than 15 years of age.

1978:	National Institute of Education **"Violent Schools — Safe Schools: The Safe School Study Report to the Congress"**
Contact Information:	National Institute of Education U.S. Department of Education Office of Educational Research and Improvement Washington, D.C. 20208 202/357-6761

This 3-part study conducted in 1976-1977 combined a survey of principals from 4,000 public elementary and secondary schools nationwide; a survey of 642 public junior and senior high schools, which interviewed the principa teachers and students; and an intensive, qualitative study of 10 schools selected because their previous problems crime and violence had been dramatically reversed in a short period of time.

- Approximately 282,000 (1.3%) students were physically attacked in America's secondary schools each mon About 2.4 million (11%) had something stolen from them in a typical month.
- Almost 8% of urban junior and senior high school students missed at least one day of classes a month beca they were afraid to go to school. 3% (600,000) reported that they are afraid most of the time.
- Nearly 5,200 of the nation's million secondary school teachers were physically attacked at school each mon about 1,000 of whom were seriously enough hurt to require medical attention. About 130,000 had something stolen in a month's time. Around 6,000 had something taken from them by force, weapons or threats.
- More than 25% of all schools were subject to vandalism in a given month. The average cost of an act of van lsm was $81.00 Ten percent of schools were burglarized, at an average cost per burglary of $183. The annu cost of school crime was estimated to be around $200 million.
- Most offenses were committed by current students. Victims and offenders were generally of the same age ar sex (usually male). In a majority of cases, victims and offenders were also of the same race. The chances of interracial violence were highest in schools where students of one race outnumber those of another.

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GUN VIOLENCE IN OUR NATION'S SCHOOLS

- A survey of students at 31 Illinois high schools revealed that one in 20 students had carried a gun to school in 1990.

- An estimated 430,000 students took something to school to project themselves from attack or harm at least once during a six-month period in 1989.

- Florida reported a 61-percent increase in gun incidents in schools between 1986/87 and 1987/88. Of the weapons (including guns) found in schools, 86% of those traced came from students' homes.

- Sixty percent of Baltimore City Public Schools students surveyed in 1987 knew someone who had been shot, threatened or robbed in their school in a six-month period.

- A survey of high school students nationwide found that one in 20 students had carried a gun, usually a handgun, during a one-month period in 1990.

- In a survey of high school students conducted in 1987, 48 percent of tenth-grade boys and 34 percent of eighth-grade boys said they could get a handgun if they wanted one.

- In a 1993 survey of D.C. Public School teachers, 30 percent of the respondents reported a student entering their classroom with a weapon used in a threatening way.

- In 1992, among Massachusetts male teens responding to a statewide survey, 20 percent reported carrying a weapon in the previous 30 days. Nearly one in 20 teenage men responding to the survey reported carrying a handgun or other gun in the last 30 days.

- Middle school students had 853 of the 1,249 weapons found in public schools statewide in Virginia during the 1991-92 school year.

- A survey of 11th graders in the Seattle public schools during the winter of 1990-91 found six percent of males had carried a handgun to school; 1/3 of students reported easy access to handguns; and 6.4% reported owning handguns. Thirty-three (33%) of handgun owners had fired at someone.

APPENDIX #2

HIGH SCHOOL
PEER MEDIATION TRAINING GRID

(1).	Communication	15 hours minimum
(2).	Negotiation Basic Elements	10 hours minimum
(3).	Mediation Basic Elements	15 hours minimum
(4).	Problem Solving Strategies	10 hours minimum
(5).	Leadership Training	15 hours minimum
(6).	Grief Counseling	10 hours minimum
(7).	Conflict Theory	10 hours minimum
		85 total training hours

[Training would be year around and ongoing until completion; such training would also occur during the summer at a Leadership institute.]

APPENDIX #3

PEER MEDIATION TRAINING ELEMENTARY & SCHOOLS
4TH - 8TH GRADES

(1).	**Communication**	*10 hours*
(2).	*Negotiation Basic Elements*	*10 hours*
(3).	*Mediation Basic Elements*	*10 hours*
(4).	*Leadership Training*	*10 hours*
		40 training hours

APPENDIX #4

TRAINING AGENDA FOR PROGRAM STAFF

ALL TRAINING IS ONGOING AND CONTINUOUS

BEHAVIOR SKILLS BUILDING			CONFLICT RESOLUTION			COMMUNITY NETWORKING TRAINING		
		Hours			Hours			Hours
1.	Learning Theory Behaviorism	15	1.	Conflict Theory	5	1.	Community Organizing Skills Building	15
2.	Group Work		2.	Mediation (all staff should become certified mediators)	40	2.	Chicago Social Services Network	3
3.	Youth Development	5	3.	Violence Prevention Curriculum Training	20	3.	Governmental Services Systems	3
4.	Grief Counseling	10	4.	Negotiation Training	20	4.	Networking	3
5.	Peer Leadership Skills Training	15	5.	Conflict Resolution Skills Building Curriculum	20	5.	Youth Groups, How do they work?	8
6.	Violent Behavior	5	6.	Trainer's Instruction	10	6.	CHA Orientation	3

*TOTAL TRAINING HOURS 210 HOURS

Chairman **Kildee**. I will begin with a question here. I asked a question of the previous panel, and I will ask it of this panel, too, and all of you may answer if you wish. Can we make our schools less violent than the surrounding community?

Mr. Dwyer, do you have any comment on that?

Mr. **Dwyer**. Well, first of all, all the research shows that there are two fairly safe places in the community. One is the schools and the other is the houses of worship. They are safer than homes in many cases, in many communities. But I think that it is sort of, where do we start, okay? And I think that education has the responsibility to carry on the goals of this country, and that is to prepare people to be free and responsible citizens. And I think that we must take that responsibility on.

We can't do it alone, as has been stated. We need, if you wish, we need to make sure that we reduce the chances of schools and communities being unsafe. At the same time, though, we must begin to develop in young children the awareness and the knowledge base that we have talked about.

We have both said almost exactly the same thing, that we must prepare children to think, to deal with their impulses, and then we will give them the chance to be resilient in the environment that they may be exposed to.

But we also, of course, need the police. We also need people to make certain that the environment is a safer place; otherwise, the kids aren't going to even get to school in the first place. But schools have to take on a greater responsibility to prepare children to deal with the kind of behavioral issues they are not confronting in this world. Algebra 2 will not help alone. You have to have the kids ready to interact positively, as we have all stated.

Chairman **Kildee**. We used to have the concept of community school. In fact, the concept began in Flint, Michigan, where I taught for eight years. And I guess a summary of community schools is that you brought the community into the school and the school into the community.

You mentioned a "lighted school." I used to be in charge of the Teen Club at Flint Central High School while I was teaching there. And every Wednesday, that was the big night for Teen Club, we would have many hundreds of students coming back. The whole school was opened up—the gym, the swimming pool and everything, classrooms. You could play chess.

And then that diminished. Maybe money for schools diminished and priorities weren't what they should have been. You don't see that so much anymore. But I think, to keep that school open, that building being a place of recreation, even a haven, perhaps, in the community, would be very, very helpful.

Mr. **O'Connor**. If I could respond to that, you are absolutely right. It is my feeling that, you know, a school is just a building if you only use it during schooldays. But if it is open to the community and they can use the facilities and they have structured services there, then the community will say, no, you can't do that here in our school. We can't have that.

I believe it is in the best interests of the people in the community to make sure that nothing happens in that school, because the community is using it. If you separate the school from the community, then you do a disservice to the school.

I think that, again, you know, when schools initially started out, they came from the community. The community said, we want a school, we will hire a teacher, we will build a school. I think we have got to go back to that concept. We have got to.

Chairman KILDEE. Mr. Natcher, who was Chairman of the full Appropriations Committee until his death a few months ago, and Chairman of the committee that funded at one time both the District of Columbia, then he became Chairman of the committee that was in charge of Education, he used to support community education very soundly and very strongly; and he told me during the time that we had civil disturbances throughout the country, including Washington, DC, that in those schools in Washington, DC that had a very good community school program—that many other schools found some damage, the windows broken; but those schools where they had a good community school concept, the windows were not broken, the buildings were not damaged, because the community really believed that that school was theirs.

Mr. O'CONNOR. The community took possession of it. What is happening is the schools have become—and, I mean, I am a bureaucrat, I work in a bureaucratic organization; I don't want to throw mud at other bureaucrats, that is protocol. But what is happening is the schools have become toys for bureaucracies. It has got to go back to communities; communities need to have access to them.

Look, you have got a gym in some schools. Can you imagine having basketball played there? We could get some of the young gangbangers—that is a poor word—some of the youth organizations to come in and use that facility. They would guard the schools. We might not like that, but at the same time, if some of the ones are vandalizing them, they are telling people, don't do that over there; and it won't happen, it won't. I can assure you of that.

Mr. O'CONNOR. It won't happen.

Mr. DWYER. We need to bring the families into the schools, too. We need to make sure that there should be a parent room in every school, a place where parents can go to get information about what is going on.

We also really ought to think seriously about school health services and school link services for health services for families. I think we need to think very strongly. I know that you have passed legislation out of this committee which has those kinds of funding in it. But I think that that is, if that legislation doesn't find its way to law, I think certainly we ought to think seriously about supporting, aggressively supporting school health link services.

Mr. RABER. In York City School District, the Commission on Youth has tried to address this same issue in bringing the collaborative effort on the part of agencies into our school. Unfortunately, we didn't get the grant. We were trying to make it a one-stop shopping, anything from support services in terms of health and the probation, school-based police officers and—but most importantly, the agencies are now coming to realizing that from the top, at least putting it maybe at the wrong place, but at the top section we looked at probation. They had put in place a juvenile probation officer at the high school and one in each of the middle schools. It was just, it was obvious that their clients were there. They didn't have to go to their office, they were in school and they were working with them there.

Secondly, we had our police department, who had had the absence of a juvenile bureau for some 12 years, reestablish a juvenile officer. We now have three officers in the department with approximately 90 men. They are spending time not only in the elementary levels in the Officer-Friendly, DARE, those types of programs, but now they are coming into the classrooms and asking questions about things that they can be doing, problems and concerns that the students have. So there is a positive contact right through K through 12.

It is coming down, though. It is probation first, after the offense has happened, and then it is the police coming in, and now we are looking at, and have finally received a grant as of, I think, two weeks ago that children and youth services are going to be establishing a complete network in the elementary schools. And this would offer support for at-risk students, anywhere from support services in the home, as well as tutoring services, families with—children of alcoholic and substance abuse families. They are going to be putting a small network in at that point, and we are looking to other agencies as well as the private sector to come in to lend support. The funds are not there. We are just allocating time and energy and personnel toward that effort. However, the entire picture, and the whole program does need additional funding, and we are continuing to write grants and looking for other avenues for that.

Chairman KILDEE. My time has expired.

Mr. Goodling.

Mr. GOODLING. A couple of observations. First of all, Mr. Dwyer, "outcomes" is not a bad word around here unless it means no funding for whatever it is we mandate. In my State of Pennsylvania, State representatives don't want to touch these words, outcome-based education. That is only because they went beyond the academic and got into some areas that some people didn't find very acceptable.

With respect to your comments concerning the blocks that are set up as far as interagency action is concerned, in March of 1993 I introduced a bill dealing with coordination of services. Ms. Woolsey picked that concept up in H.R. 6, and it was part of H.R. 6 as passed by the House. But we have gone beyond that in the legislation we have been reauthorizing recently.

We not only talk about removing the blocks, but we also discovered that an awful lot of those blocks are self-imposed because those involved have all had their little old fiefdoms for so long. So we are insisting that if they are going to get Federal funds, they are going to work together. I think that will help to turn that situation around.

Mr. Gunderson offered 21st century learning centers in H.R. 6, which I understand is also included in the Senate bill, which is the whole idea of community schools. So we are doing a lot of the things that you are suggesting.

I wanted to ask Mr. Raber, I guess it is too early to tell whether Project Connections and Even Start have any effect on the topic we are discussing here today, since both of them are very, very family oriented and the entire family is quite involved.

Mr. RABER. Right.

Mr. GOODLING. And it may be Pam Harrison who has to do this. Since Chapter 1 has been around forever and Head Start has been around forever, it might be interesting to find out, you know, what happened to those particular youngsters who came through both Chapter 1 and through Head Start.

Do we see any difference there in relationship to conflict resolution, in relationship to parents being much more involved as the first teacher and those kinds of things. I think those would be statistics that would be helpful. Every time we reauthorize Chapter 1 and reauthorize Head Start I say, what statistics do we have to show that we are making any difference? Because we have spent one heck of a lot of money when you think about money, on both of these programs, in both of those efforts.

It would be also interesting to know what Bobby Simpson's wonderful efforts at Crispus Attucks have had over the years, you know, whether their efforts spread out into the overall community situation and improves the situation. He is pretty no-nonsense at CA, and I am always amazed to hear those little kids when they all recite their "I am important, I am going to be successful, I am," you know. But I think those are some of the areas that I would be interested in getting some feedback on to see whether we are making a difference. I did want to point out some of the things that we have put into some of the legislation.

Pam, you had an answer to some of the questions I was posing.

Ms. HARRISON. I do, if I could——

Mr. GOODLING. Yes. Come up. My light is still green.

Ms. HARRISON. Chapter 1, as it was originally designed, was a failure. We pulled the kids out, we identified them as losers, we taught them a little bit of training. The in-class model helped make it better. The reauthorization of Chapter 1 will be a tremendous improvement with the flexibility of funds to meet the needs of our children, and I applaud you for the reauthorization that you did in the House.

Chairman KILDEE. I might point out that this is Mr. Flexibility right here. He has been pushing this for years.

Mr. GOODLING. And it has been a long, hard fight, I might tell you.

Ms. HARRISON. We have seen a tremendous difference through Project Connections. When the children start in September, they are aggressive, they don't know how to deal with each other, they have never worked as a team, they haven't had a team atmosphere in their homes. By the end of the year, they know how to work as a team, they have set goals, and they have a role model in the industrial community which earns a paycheck, goes to work every day, has insurance, all those things that you and I take for granted, that they have never, ever seen, or never believed could exist in their world.

And when we track those children, their attendance is outstanding, their grades have gone up, they have somebody to go to, when they feel they are being pulled into that pocket of drugs or depression that is in the working world, and that mentor is a lifesaver. And the last thing that you mentioned was Even Start, and what I think we see is the parents that are parenting our children are children themselves and their skills of handling their own life, and our parents are learning how to handle their life and then teach their child, and it is like we said in the community. If we don't teach our parents, then we are not going to—we are having the pattern repeat.

I am on the Board of Access York. We have people come in there that are battered, that have returned and they—this one case said, I met my husband when I was a teenager and my mother brought me to this shelter and here I am returning. It is patterns and patterns. We have got to break cycles in this country. And education is our only key. And funding is our only answer.

Mr. GOODLING. Thank you.

Chairman KILDEE. Mr. Roemer.

Mr. ROEMER. Thank you, Mr. Chairman. I just want to again thank you for taking the time to have this hearing. I know this is a big chunk out of your schedule and Mr. Goodling's schedules, and I have learned a tremendous amount today from both panels, so again, I am very, very appreciative to both of you.

Mr. O'Connor, how old are you, if you don't mind me asking that for the record? You can throw your water glass at me later if you want.

Mr. O'CONNOR. I will be 46.

Mr. ROEMER. I was going to guess you were my age, about 37. When we were in school, there were occasional fist fights and occasional pushing matches and so forth. Now my inclination is to guess that it is much worse. And you talked about a phrase that we hear all the time in schools now and with your young people, "the guy's dissing me and I am going to do something about it." What happens now when somebody, in a school situation or in a playground situation, disses somebody else. Is that automatically grounds for pulling a gun on somebody and shooting somebody?

Mr. O'CONNOR. Well, let me say this. Yeah, as kids we had fist fights and things like that. But when I came up, if I had a disagreement with an individual, I could ask for a fair one, a fair one would simply mean that he and I would go ahead and we would, you know, person to person. Today, I mean, and then it was just a question that when you have had enough, we would back off.

I think that today with too many kids, and I want to make it clear, all kids have not involved with violence, okay? But there are too many that are. And I think we need to be clear on that. And those too many that are have an impact on those that don't want to be involved with violence, okay?

I think today kids fight like their lives depended on it, okay, and I think that is dangerous. Yet you may win the fight, you may win the argument, but it is a question of face, being able to save face, because if I lose face in front of my peers, the consequences of that may be that some of my peers may now seize on the opportunity, okay, to dis me, if you want to use that term or take my things or whatever. So just that one incident, and I am just dealing from the viewpoint that I see it, sets off a whole ripple effect. People want to preserve their reputation. That is very important to them, perhaps because that is all they feel that they have.

Mr. ROEMER. Now, you mentioned peer programs to deal with the conflict resolution. One of the programs that they have started in Washington DC is called the STAR Program, and they have teenagers from the high school go in to talk to the third and the fourth graders along the same kind of model as the DARE program is, only it is teenagers talking to young people.

You talked about the need for role models. A lot of these elementary school people look up to the juniors and seniors that are doing well as role models. How can we duplicate the STAR model in places like Chicago? You mentioned the Peace Program for Schools, and the sanctity of the school campus. How do we get these STAR-type programs and peer role model programs that address the conflict resolution problem into the schools?

Mr. O'CONNOR. I think in a couple ways. You know, I have written grants, and perhaps as a criteria of grants, the grant—in other words, when you make application for funding, that there are certain things that you need to have within your particular model. Programs are fine, but I think that we are at the point now that we need to develop models and we know, based on research, that there are certain things that work.

So you have to demonstrate that you are in a position of having that. I think that is an excellent idea to have older children or older young adults model behavior for children. Because it happens anyway. Within the youth nations or the youth groups, many times you will have what they call older heads, school or educate, if you will, the younger guys in terms of the things that they want to happen. This is natural, okay?

You can see it in your own family. I mean if you have an older brother, older sister who takes care of the younger ones. So I think that idea is an excellent idea. Because you are not always in the position to get adult mentors, because everybody is busy or surviving or whatever. But kids, there has to be an incentive. I think kids like that should be rewarded.

I mean kids that go out and do charitable or community-type service, there should be some reward to that. I mean we need to put an incentive in that, okay, to encourage people to do that. I think that again, it is through the funding mandate.

If you are going to apply for the program, or if you are going to apply for funding, there are certain things that you need to have to demonstrate that once the funding is given to you, that it is going to be effective. I firmly believe in the idea of evaluation. I mean absolutely.

Why? Because we need to know what works, what does not work, okay, and we need to know it quick enough so that people who are practitioners can go to a technical advisory source and get that information so that they can include that in that particular model. So I would say build a process, and if you build a process, I think ultimately it will happen.

Mr. ROEMER. Can I ask you a question or two about the Stateway Gardens? Where is that in regard to the Cabrini Green and Robert Taylor homes?

Mr. O'CONNOR. We always say that Cabrini Green and Robert Taylor have great express agents. Cabrini Green is the largest public housing development in the world. It is located on the north side of Chicago. Robert Taylor is from 39th Street going to 55th Street. Well, Stateway is right next to Robert Taylor. And some people——

Mr. ROEMER. Do you share the same school system with Robert Taylor then?

Mr. O'CONNOR. Yes.

Mr. ROEMER. Is Crane——

Mr. O'CONNOR. No. Crane is over on the west side. There are—schools that would service Stateway would be Wendell Phillips and the schools that would service Robert Taylor would be Dusable, okay, Dusable High School. I can't think of the one for Cabrini right now.

Mr. ROEMER. Do you experience the same kind of problems that some of the other housing authorities do in Chicago, some of the same problems with violence and unemployment rates, and how would they compare?

Mr. O'CONNOR. Sure. Stateway Gardens is considered by some people to be even more problem-ridden, if you will, than Robert Taylor and I mean Stateway is—it is interesting, I mean to say the least. I mean it is interesting. I have—it has youth organizations. But when you talk to them, they all say, and it may just be rhetoric, if they had something else to do, they would consider other options.

And I have watched them in terms of their discipline and their structure, and I am not condoning what they do, now. But I am just saying that there are certain things that they do that I think that the so-called good guys need to be doing on the other end so that we can salvage these children.

Mr. ROEMER. I agree, yes.

Mr. O'CONNOR. Okay.

Mr. ROEMER. Well, I thank you again, Mr. Chairman, for your patience and diligence and hard work on this hearing and I thank the great panel that we have had, and I appreciate all your time.

Chairman KILDEE. I thank you again for your persistence. We have had a very busy year this year on reauthorizations, and I was not sure we would be able to fit in a hearing like this. But this has been excellent, and your persistence certainly has helped not only this committee, but the entire Congress. I want to thank all of our witnesses today for your excellent testimony, including Pam Harrison who joined in with some very, very good remarks and added a great deal to the testimony today. I thank all of you, and I would like to stay in contact with you, too, so as we work our way through this, we can do something meaningful on a congressional level.

With that then, unless there is any further comments, we will stand adjourned. We will keep the record open for two additional weeks for any further submissions that you may have, or others may have then.

Thank you very much.

Mr. O'CONNOR. Thank you.

Mr. RABER. Thank you.

Mr. DWYER. Thank you.

[Whereupon, at 1:55 p.m., the subcommittee was adjourned.]

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